

Paraguay National Reform Program

Contract No. AEP-I-00-00-00016-00

Evaluation of the First Year Implementation Of The Program

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PARAGUAY NATIONAL REFORM PROGRAM

Evaluation Year 1

Executive Summary

The present report evaluates the implementation of Year 1 of the National Reform Program (NRP), initiated in October 2001. The report includes five parts with annexes, as shown in the index. Part 2 presents the Objectives of the NRP and the expected results for Year 1. Part 3 describes the methodology used to fulfill the present evaluation. Part 4 describes the results obtained in each Component of the Work Plan.

Program Objectives and Components

In the Statement of Work provided by USAID to ARD to implement the *Paraguay National Reform Program*, the USAID Democracy Strategic Objectives of the work to be undertaken are transcribed below in order to provide an overall evaluation framework:

The objectives of the Task order of the Paraguay National Reform Program, under Intermediate Result 1.3 are to 1) identify and implement specific national reforms based on a participative national dialogue, 2) implement decentralization policies and/or projects, 3) develop national strategies for improving local government financial autonomy, and 4) strengthen local (municipal and departmental) governments associations.

To meet those objectives, the Program was structured in four (4) components

- **National Reform:** improvement of the legislative and regulatory framework through supporting initiatives that contribute to the national reform process;
- **Decentralization:** strengthening the decentralization process, through developing specific national proposals and projects to improve the delivery of public services by sub-national governments to the citizens; improving inter-institutional relations based on decentralization within and among all levels of government; demonstrating greater efficiency in the delivery of decentralized services.
- **Local Government Financial Autonomy:** developing strategies to strengthen the financial autonomy of sub-national governments;
- **Strengthening Local Governments Associations:** strengthening the institutional, technical, and political capacities of Associations of Sub-National Governments, to make them more efficient and effective in fostering reform and decentralization, and to improve their capacity to become a counterweight to central Government.

General Evaluation Approach

For each Component of the Program, the Work Plan defined **Target Objectives**, associated with **Target Objective Results**. The degree of accomplishment of the **Target Objectives** was evaluated by measuring the accomplishments reached by the expected **Target Objective Results**. The **Target Objective Results** were measured by **Specific Sub-Indicators** that were defined as surrogate variables to fine tune the General Indicators Statements originally defined in the Performance and Monitoring Plan. The approach for the evaluation of the Performance and Monitoring Plan, thus, was based mainly by measuring

the performance of the **Specific Sub-Indicators** which would provide an evaluation for the degree of accomplishment of the **Target Objective Results**.

Table (i) below shows the Target Objectives of the Work Plan for year 1 for all four Components.

Table (i) Target Objectives for Year 1 of the Work Plan by Component	
Components	Target Objectives
1. National Reform	National reforms identified and proposed to institutions of the Government of Paraguay (GOP), through a participative decision-making process involving GOP, the political class, civil society, and local governments and associations.
2. Decentralization	National Decentralization policies/projects, and/or legislation, and/or regulations proposed to be considered by GOP and local authorities.
3. Local Government Financial Autonomy	National and local stakeholder strategies and/or policies, and/or procedures for improving local government financial autonomy and revenue collection prepared to be considered by GOP and local authorities.
4. Strengthening Local Government Associations	Institutional, technical, and advocacy capacity of local government associations increased.

Overall Performance Evaluation for Component 1: National Reform

One national reform, the *Organic Law of the Executive Branch Bill* (“Ley de Ministerios”) was identified and implemented; the GOP, the political class, and civil society were engaged on its discussion; the bill was presented to the Senate.

Other national reforms on decentralization and financial strengthening of sub-national governments were developed and are reported in Components 2 and 3.

This Component has accomplished 50% of the expected results (one national reform implemented: *The Organic Law of the Executive Branch Bill*) and the completion of at least one more reform is well underway.

Overall Performance Evaluation for Component 2: Decentralization

Three decentralization bills were improved. One of them, *Decentralization of Water Supply and Sanitation* was supported by the Program and proposed by sub-national authorities to the Congress.

Two decentralization projects were identified, are being prepared, and have been discussed with stakeholders and the respective Ministries: *Decentralization of Education* (Ministry of Education), and *Decentralization of Taxes* (Ministry of Finance/Treasury).

The implementation of this Component is on target as to the implementation of decentralization projects (*Decentralization of Education* and *Decentralization of Taxes*), and has accomplished 50% of the Component results regarding implementation of policies/legislation (decentralization legislative reform: *Decentralization of Water Supply*

and Sanitation Bill). Other results are well underway (decentralization projects in at least two ministries).

Overall Performance Evaluation for Component 3: Local Government Financial Autonomy

Working documents were prepared as a basis to foster stakeholder involvement on the preparation of strategies and/or policies, and/or procedures for improving sub national government financial autonomy and revenue collection. Towards reaching those goals, Lines of Action were implemented to improve tax systems and collections, and to improve intergovernmental fund transfer systems and regulations.

The following factors affected the performance of this component:

- A slower than expected participation of stakeholders: There was more progress on lines of action leading to the formulation of preliminary strategy proposals to improving revenue collections (Tax Systems and Collections in Sub National Governments) than for improving intergovernmental fund transfer systems and regulations. At the same time, the technical complexity of the issues at hand delayed them in systematically committing their involvement beyond expressed needs. Additionally, stakeholder participation was focused to activities of other Components of the Program that were of higher priority to them
- A cut on the originally allotted time for the Work Plan: The Work Plan was originally approved until December 2002. USAID and ARD agreed to end the first year of the Work Plan on September of 2002, thus eliminating a quarter in which the activities for this component in the originally approved Work Plan were to be implemented.

Although the implementation of this Component had a slow start, it is steadily being developed.

Overall Performance Evaluation for Component 4

The technical and advocacy capacity of Associations of Sub-national Governments increased significantly, measured through improvements on the following aspects: Level of Institutional Organization; Inter-institutional Coordination; Counterweight to the Central Administration; Advocacy Capacity; Ability to formulate Projects; Technical Skills (Human Resources); Consensus Building Capacity; Behavioral Changes. Indicators that measured those improvements ranged from 9.1% to 325% increases. Additionally, significant activities of technical assistance support were implemented for the Associations.

Conclusion

The *Program* has accomplished about 50% of its expected results in one year. In summary, the first year of implementation of the *Paraguay National Reform Program* can be rated as successful and on target.

Intermediate Result (IR) 1.3 – National Democratic Reform Process Expanded, of the *Democracy Strategic Objectives* of USAID, is well underway to be attained through

Program results already accomplished and in progress. The cross-cutting nature of the *Program* benefited the progress of IR 1.1 (*More Effective and Accountable Local Government*) and IR 1.2 (*Development of an Active Civil Society Encouraged*), through ancillary effects of selected activities of the *Program* on other initiatives of USAID.

PARAGUAY NATIONAL REFORM PROGRAM Evaluation Year 1

1. Introduction.

The present work evaluates the implementation of Year 1 of the National Reform Program (NRP), initiated in October 2001.

The basic documents for the evaluation are:

- The *Performance and Monitoring Plan* associated with the Work Plan of year 1 of the Program;
- The USAID Task Order for the Paraguay National Reform Program;
- The USAID/Paraguay Five Year Plan;
- The ARD Proposal as response to the USAIDS RFP;
- Documents in the Archives of the field and home Office of the Paraguay National Reform Program.

The 4 annexes of this report include the Programs of the different workshops carried out during Year 1 (Annex 1), the list of participants in the workshops (Annex 2), the instrument of evaluation for Component 4 (Annex 3: questionnaire of the survey), and the statistical frequency graphics obtained from processing the different components of the sub indicators.

2. Objectives, Components and Expected Results for Year 1.

The *Statement of Work* for the *National Reform Program* includes the following description of Objectives:

USAID/Paraguay promotes a three-tiered approach to its Democracy Strategic Objective. Key Democratic Governance Practices Instituted. First, as part of Intermediate Result 1.1 (More Effective and Accountable Local Governments) the extreme lack of confidence in the national government must be addressed by strengthening the capacity of local governments to deliver services in response to citizens needs. Second, as part of Intermediate Result 1.2 (Development of an Active Civil Society Encouraged) civil society must be strengthened to be able to put pressure on the current political system to change and become more responsive. Third, as part of Intermediate Result 1.3 (National Democratic Reform Process Expanded) an open, transparent policy dialogue needs to be installed that allows the inclusion of all groups.

The objectives of the Task order of the Paraguay National Reform Program, under Intermediate Result 1.3 are to 1) identify and implement specific national reforms based on a participative national dialogue, 2) implement decentralization policies and/or projects, 3) develop national strategies for improving local government financial autonomy, and 4) strengthen local (municipal and departmental) governments associations.

To meet those objectives, the Program will implement activities through four (4) components

- **National Reform:** improvement of the legislative and regulatory framework through supporting initiatives that contribute to the national reform process;
- **Decentralization:** strengthening the decentralization process, through developing specific national proposals and projects to improve the delivery of public services by sub-national governments to the citizens; improving inter-institutional relations based on decentralization within and among all levels of government; demonstrating greater efficiency in the delivery of decentralized services.
- **Local Government Financial Autonomy:** developing strategies to strengthen the financial autonomy of sub-national governments;
- **Strengthening Local Governments Associations:** strengthening the institutional, technical, and political capacities of Associations of Sub-National Governments, to make them more efficient and effective in fostering reform and decentralization, and to improve their capacity to become a counterweight to central Government.

The activities of the program were undertaken only in partnership with defined stakeholders. The Program would only support stakeholder reform and decentralization initiatives within the four components mentioned above. Thus, any activity supported by the Program will necessarily emerge from a wide pluralistic participatory consultation and agreements with local stakeholders.

Table (i) below shows the Target Objectives of the Work Plan for year 1 for all four Components

Table 1 Target Objectives for Year 1 of the Work Plan by Component	
Components	Target Objectives
1. National Reform	National reforms identified and proposed to institutions of the Government of Paraguay (GOP), through a participative decision-making process involving GOP, the political class, civil society, and local governments and associations.
2. Decentralization	National Decentralization policies/projects, and/or legislation, and/or regulations proposed to be considered by GOP and local authorities.
3. Local Government Financial Autonomy	National and local stakeholder strategies and/or policies, and/or procedures for improving local government financial autonomy and revenue collection prepared to be considered by GOP and local authorities.
4. Strengthening Local Government Associations	Institutional, technical, and advocacy capacity of local government associations increased.

Summary Evaluation

The first year of implementation of the Paraguay National Reform Program can be rated as successful.

Component 1 *National Reform*, has accomplished 50% of the expected results (one national reform implemented: *The Organic Law of the Executive Branch Bill*)) and the completion of at least one more reform is well underway;

Component 2, *Decentralization*, has already produced expected results (decentralization legislative reform: *Decentralization of Water Supply and Sanitation Bill*) and other results are well underway (decentralization projects in at least two ministries: *Decentralization of Education* and *Decentralization of Taxes*));

Component 3, *Local Government (Municipal and Departmental) Financial Autonomy*, although it had a slow start, is firmly being developed (*Preparation of basic documents and lines of action to formulate strategies*);

Component 4, *Strengthening Local (Municipal and Departmental) Government Associations* reached a highly satisfactory level of accomplishment, showing significant improvements on the capacity of Associations of sub-national Governments in different aspects, including, Institutional Organization, Inter-institutional Coordination, Counterweight to the Central Administration, Advocacy Capacity, Ability to formulate Projects, Technical Skills (Human Resources), Consensus Building Capacity, and Behavioral Changes towards the reform process. Significant and effective technical assistance was provided to reach those accomplishments.

In summary, it can be concluded that the Program has accomplished about 50% of its expected results in one year, which represents one third of the three years allotted for completion of the Program. This allows to state that the Program quite on target and well underway.

Intermediate Result (IR) 1.3 -National Democratic Reform Process Expanded, of the *Democracy Strategic Objective* of USAID, is well underway to be attained through *Program* results already accomplished and in progress. The cross-cutting nature of the *Program* benefited the progress of IR 1.1 (*More Effective and Accountable Local Governments*) and IR 1.2 (*Development of an Active Civil Society Encouraged*) through ancillary effects of selected activities of the *Program* on other initiatives of USAID.

3. Evaluation Methodology

General Evaluation Approach

For each Component of the Program, the Work Plan defined **Target Objectives**, associated with **Target Objective Results**.

The degree of accomplishment of the **Target Objectives** was evaluated by measuring the accomplishments reached by the expected **Target Objective Results**.

The **Target Objective Results** were measured by **Specific Sub-Indicators** that were defined as surrogate variables to fine tune the General Indicators Statements originally defined in the Performance and Monitoring Plan.

The approach for the evaluation of the Performance and Monitoring Plan, thus, was based mainly by measuring the performance of the **Specific Sub-Indicators** which would provide an evaluation for the degree of accomplishment of the **Target Objective Results**.

Component Evaluation Approach

The general approach in this evaluation was to concentrate on determining the accomplishments observed for each individual Program Component towards reaching the corresponding Target Objectives of the Work Plan for Year 1 of the Paraguay National Reform Program. The progress was measured through different indicators that were defined to evaluate results of the implementation of the different activities of the Work Plan.

Although the focus of this evaluation is to report on the accomplishments for the first year of implementation of the Program, progress towards reaching the final Task Order expected results was also assessed in order to provide a broader context to the evaluation.

Two observations comprise the comparison universe in this evaluation: the first observation was the situation in the field at the beginning of the Program (base line), and the second observation was the situation at the end of the first year of implementation of the Work Plan. In order to facilitate the reading of the document, these two observations have been summarized in two categories that will appear throughout the report:

- **Before** - to express the situation at the beginning of the Work Plan year 1 (base line), that is, *without* Program intervention,
- **After** - to express the situation at the end of the Work Plan year 1, that is, *with* Program intervention

According to the nature of each Component of the Program, different types of variables were employed for the evaluation of the **Specific Sub-indicators** that led, in turn, to the performance evaluation of the **Target Objective Results**.

For Components 1, 2, and 3, the evaluation was based on:

- the assessment of implemented activities like workshops, public dialogues and audiences, news coverage, reports, etc.,
- documentation of the Program comprised by consultants' reports, proposals of stakeholders workshops, etc., and
- interviews to Program staff.

For Component 4, the evaluation was based on:

- Results of a survey measuring and comparing capacities of associations of sub-national governments, especially for those cases and processes that do not produce a tangible

product. The survey captured the perceptions of officials involved in sub national government and its associations, politicians, and other stakeholders such as former employees, former municipal authorities, all whom have been closely associated with the implementation of the National Reform Program. Consequently, the survey captured the experience and perception of those who were more involved in the Program's implementation;

- Factual data;
- Assessment of produced documents, activities' results, media coverage.

4. Evaluation Results by Program Component.

The results of the evaluation by component are reported below.

4.1. Component 1: National Reform

Program Expected Results and Work Plan Objectives

The **expected result** for this Component (see Task Order) by the end of the Program is:

Two national reforms will be identified and implemented as a result of engaging the GOP and political class in a participative national policy dialogue with civil society. Increasing participatory decision-making, transparency, accountability, and responsiveness by the GOP will be critical to the success of national reforms.

The **target objective** of Component 1 in the Work Plan for the first year of the Program (See Table 1), called for:

National reforms identified and proposed to institutions of the Government of Paraguay (GOP), through a participative decision-making process involving GOP, the political class, civil society, and local governments and associations.

Three **target objectives results** were determined to achieve the expected target objective for Year 1:

- Target Objective 1.1 - Stakeholders and actors involved in the national reform process identified.
- Target Objective 1.2 - National reform issues identified.
- Target Objective 1.3 - Prioritized action plans of normative and/or legislative initiatives supporting the reform process prepared.

The performance of each **target objective result**, was evaluated by their specific sub- indicators.

4.1.1. Evaluation of Target Objective Result 1.1: Stakeholders and actors involved in the national reform process identified.

Indicators

General Indicators:

- List and number of civil society organizations, GOP institutions, political class, local governments and associations, engaged in policy deliberation aimed at national reform.
- Degrees of involvement of these groups in the process.

Specific Sub Indicators:

- a. Type and number of Stakeholders involved in National Reform process.
- b. Level of involvement.

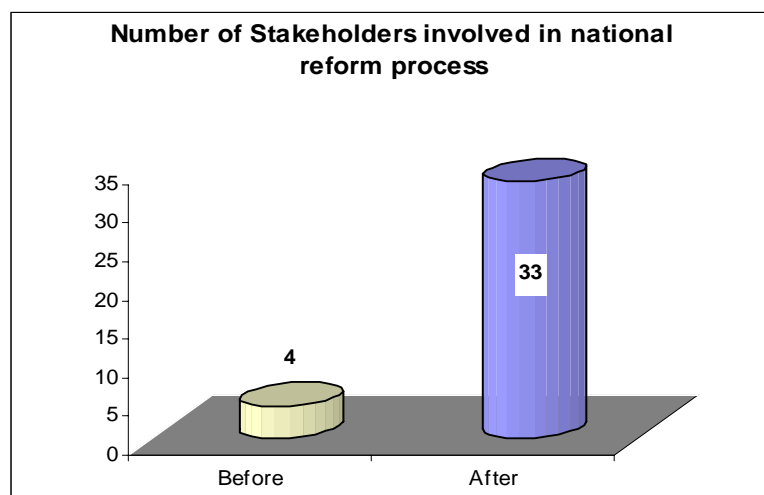
Performance Evaluation

a. Specific Sub-Indicator: Type and Number of Stakeholders Involved.

Table 2 below shows the Type and number of stakeholder organizations involved in the reform process before and after their contact with the Program. The Table shows a significant increase in absolute terms (+29 increase) which represents a gain of 725% average in relative terms. It can be observed that, in absolute terms, sub national government associations exhibited the highest increase (+14), while the Executive Branch of Government exhibits the highest increase in relative terms (600%). Graphic 1 below summarizes the results.

Table 2				
Type and number of stakeholders involved in national reform process				
Stakeholders	Before (As per T.O.)	After	Difference	
			Absolute	Relative
- Sub-national governments and Associations of local governments:				
National Associations of Sub National Governments	4	5	+1	+25%
Regional Associations of Sub National Governments	0	12	+12	+1200%
Federation of Associations of Sub National Governments	0	1	+1	+100%
Subtotal	4	18	+14	+350%
- The Congress:				
Individual Committees of both Chambers of the Congress.	0	4	+4	+400%
- The Executive Branch:				
Ministries	0	3	+3	+300%
Secretariats	0	2	+2	+200%
Decentralized Entities	0	1	+1	+100%
Subtotal	0	6	+6	+600%
- The Private Sector:				
Organizations.	0	5	+5	+500%
Total	4	33	+29	+725%

Graphic 1: Number of Stakeholders involved in national reform process.



Summary Evaluation for Specific Sub-Indicator: Type and Number of Stakeholders Involved

A comprehensive scope of stakeholders interested on reform issues was identified in less time than expected and expanded beyond what was originally targeted. The overall increase in the number of stakeholders was +725%.

b. Specific Sub-Indicator: Level of Involvement

The level of involvement of stakeholders and actors was measured by the intensity and frequency of involvement of stakeholders in the national reform process:

- None (N): No involvement in the reform process
- Low (L): Passive or marginal involvement in the reform process
- Medium (M): Some direct participation in the reform process
- High (H): Direct and active participation in the reform process

Table 3 describes the level of involvement of stakeholders and actors before and after their interaction with the Program.

The Table shows a significant involvement based on public awareness, and commitment shown by active participation of stakeholders in workshops, round table discussion and public hearings involving reform issues, and by the evaluation of documents and proposals of reform initiatives prepared as results from stakeholders workshops.

Table 3 Level of involvement of stakeholders and actors		
Stakeholders	Before	After
Associations of Sub National Governments:		
National Associations of Sub National Governments	L	H
Regional Associations of Sub National Governments.	N	H
Federation of Associations of Sub National governments	N	H
The Congress:		
Individual Committees of both Chambers of the Congress.	N	L
The Executive Branch:		
Ministries	N	L
Secretariats	N	L
Decentralized Entities	N	L
The Private Sector:		
Organizations.	L	M
H= High, M=Medium, L=Low, N=None		

Summary Evaluation for Specific Sub-Indicator: Level of Involvement

Among the stakeholders that interacted with the Program, the Associations of Sub National Governments exhibited the highest level of involvement with the reform process, (see Table 3), followed by civil society organizations, and the Central Government. The associations were targeted to be the principal partner of the Program. Thus, the reported results represent successful accomplishments for Target Objective Result 1.1.

4.1.2. Target Objective Result 1.2: National reform issues identified

Indicators

General Indicator

- Portfolio of viable reform issues of interest to stakeholders (identified).

Specific Sub indicator

- a. Number and nature of reform issues identified.

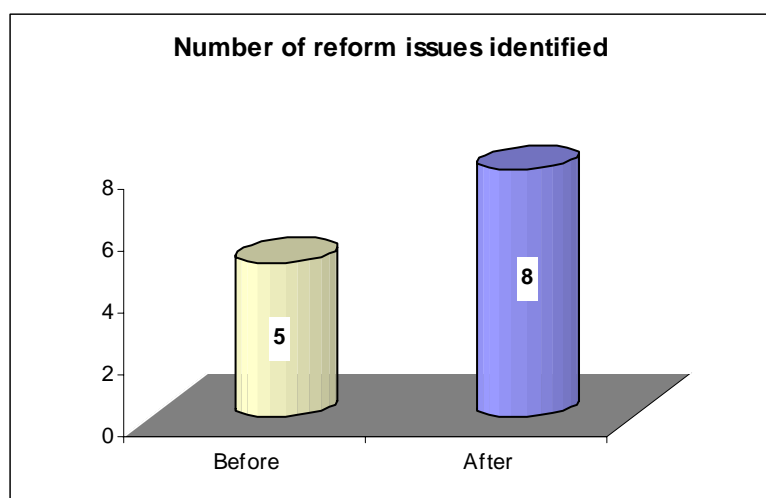
Performance Evaluation

a. Specific Sub-Indicator: Number and Nature of Reform Issues Identified

Table 4 presents the reform issues identified before and after the implementation of the National Reform Program.

Table 4 Number and nature of reform issues identified.	
Before (Mentioned in T.O.)	After (Identified by Stakeholder and NRP)
1. The Organic Law of the Executive Branch Bill (“Ley de Ministerios”),	1. The Organic Law of the Executive Branch Bill (“Ley de Ministerios”),
2. Law for Transparency and access to Information.	2. Law for Transparency and access to Information.
3. Regulations protecting NGOs rights.	-----
4. Framework Decentralization Bill	3. Framework Decentralization Bill,
	4. The draft bill to regulate Article 6 of the Law N° 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay”.
5. The Municipal Code	5. The Municipal Code,
	6. Decentralization of Education,
	7. Tax Reform
	8. Strategies for Financial Autonomy of Sub-national Governments.
Total (Before): 5	Total (After): 8 (increased 60%)

Graphic 2. Number of reform issues identified.



Summary Evaluation for Specific Sub-Indicator: Number and Nature of Reform Issues Identified

The initial five (5) reform issues identified in the Task Order increased to 8 (60% increase) due to the needs and priorities expressed in all workshops by stakeholders. After reviewing the identified reforms issues, it was concluded that those fell under Intermediate Results 1.3 (*National Democratic Reform Process Expanded*) and could be included as part of the NRP.

4.1.3. Target Objective Result 1.3: Prioritized action plans of normative and/or legislative initiatives supporting the reform process prepared.

Indicators

General indicator

- Action Plans formulated as a result of stakeholder workshop on reform issues.

Specific Sub indicators

- a) Normative and/or legislative initiatives identified and Action Plans to implement them formulated.

Performance Evaluation

a. Specific Sub-Indicator: Normative and/or legislative initiatives identified and Action Plans to implement them formulated.

An *action plan* to support the Organic Law of the Executive Branch Bill, also known as the “Ley de Ministerios” was formulated and prioritized. Table 5 presents the items considered in the Action Plan.

Table 5 Action Plans formulated to support the reform process.	
Normative and/or legislative initiatives identified.	Action Plans formulated to support the legislative initiatives.
The Organic Law of the Executive Branch Bill (“Ley de Ministerios”)	Action Plan on the Organic Law of the Executive Branch Bill (“Ley de Ministerios”) <ul style="list-style-type: none">• Signing an MOU by USAID and ARD with the Senate’s Special Committee on the Bill, to provide technical assistance.• Providing technical assistance to prepare a Conceptual Framework and a Draft Bill• Implementing Round Tables of Experts• Preparing a Conceptual Framework for the Bill.• Drafting the Bill and preparing a Graphic presentation for Public hearings.• Delivering the Conceptual Framework and Draft Bill to the Committee as per MOU agreement.• Identifying stakeholder groups to participate on Public Hearings.• Implementing Public Hearings.• Developing and disseminating proceedings of Public Hearings.• Following up of the legislative Process on the Bill.

Summary Evaluation for Specific Sub-Indicator: Normative and/or legislative initiatives identified and Action Plans to implement them formulated.

The action plan was implemented entirely. The bill was subject to a number of public hearings with participation of diverse groups of stakeholders. The implementation of the public hearings were major accomplishments of the Program. These activities provided transparency and democratic participation to the legislative process. The next step is to bring the bill to the floor of the Senate. It will then go to the Lower Chamber.

4.1.4. Overall Performance Evaluation for Component 1: National Reform

One national reform, the Organic Law of the Executive Branch Bill (“Ley de Ministerios”) was identified and implemented; the GOP, the political class, and civil society were engaged on its discussion; the bill was presented to the Senate.

This result represents 50% accomplishment for the T.O. for this component that calls for two national reforms implemented.

Other national reforms on decentralization and financial strengthening of sub-national governments were developed and are reported in Components 2 and 3.

4.2. Component 2: Decentralization

Program Expected Results and Work Plan Objectives

The **expected result** for this Component (see Task Order) by the end of the Program was:

National decentralization policies, legislation and regulations will be developed and decentralization projects will be implemented in at least two ministries (Finance, Education, Agriculture, and/or Public Works).

The **target objective** of this Component in the Work Plan for the first year of the Program (See Table 1), called for:

National Decentralization policies/projects, and/or legislation, and/or regulations proposed to be considered by GOP and sub national authorities.

Three **target objectives results** were determined to achieve the expected target objective for Year 1:

- Target Objective 2.1 - Decentralization bills currently under consideration improved
- Target Objective 2.2 - Public services that could be decentralized to local governments proposed.
- Target Objective 2.3 - Prioritized action plans on decentralization projects and policy changes prepared.

4.2.1. Evaluation of Target Objective Result 2.1: Decentralization bills currently under consideration improved

Indicators

General Indicators:

- Consultant reports.
- Stakeholder involvement.

Specific Sub Indicators

- a. Type and number of Bills identified.
- b. Level of Improvement.
- c. Type and number of Stakeholders and actors involved in the process of revision and discussion of the Bills.

Performance Evaluation

The performance of each **target objective result** was evaluated by its specific sub-indicators.

a. Specific Sub-Indicator: Type and number of Bills identified.

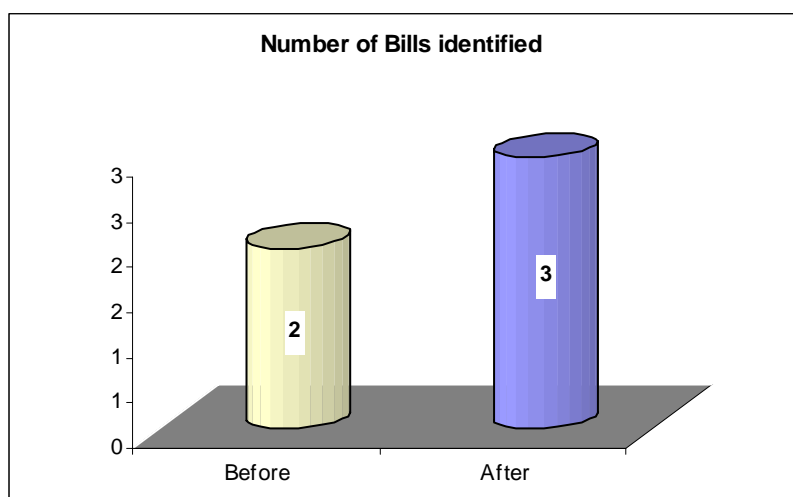
Two Decentralization Bills were identified in the T.O. as candidates for being improved through activities of the Program. These were *The Framework Decentralization Bill*, and *the Municipal Code*.

Through intense and broad participatory consultations with stakeholders developed through workshops, seminars, and public dialogues, these two bills were confirmed by the NRP and an additional one was identified: *The draft bill to regulate Article 6 of the Law N° 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay”*.

Table 6 and Graphic 3 summarize the proposals mentioned above.

Table 6 Type and Number of Bills identified	
Before (In the Task Order)	After (Confirmed by Stakeholders)
1. Framework Decentralization Bill, 2. Municipal Code.	1. Framework Decentralization Bill, 2. Municipal Code, 3. The draft bill to regulate Article 6 of the Law N° 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay”.
Total: 2	Total: 3 (increased 50%)

Graphic 3: Number of Bills identified



Summary Evaluation for Specific Sub-Indicator: Type and number of Bills identified.

This additional decentralization bill (Decentralization of Water Supply and Sanitation Bill), identified through activities of the Program, represented a 50% increase. This new identified bill turned out to be the one of the most important accomplishment of the Program, as will be reported below.

b. Specific Sub-Indicator: Level of Improvement.

This sub-indicator measured the level of improvement of the identified decentralization bills shown in Table 6 above. These were:

- The Framework Decentralization Bill,
- The Municipal Code,
- The draft bill to regulate Article 6 of the Law N° 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay”.

As can be seen in Table 7 below, significant improvements were introduced in those bills through technical assistance and – most importantly, through direct and democratic stakeholder participation in public dialogues, informative workshops, seminars and meetings.

Table 10 below describes the lines of action that were followed to reach the improvements reported in this section.

The line of action to act on the draft bill to regulate Article 6 of the Law N° 1614/2000 was given first priority by the Associations due to the opportunities presented by the legislative course given to that bill. In effect; the Committee of Public Works and Services of the Lower Chamber of the Congress had to bring the bill to a vote and needed to replace a deficient bill by a new one. At the same time this was happening, the Associations of Sub National Governments were putting pressure to introduce their own amendments to the bill. Thus, this constellation of events provided for the decision of giving first priority to this initiative.

As to the Municipal Code, the decision was made to improve the bill through introducing amendments to the existing Law. The opportunity presented itself through joint requests for technical support from the Committees on Municipal Affairs of both Chambers of the Congress and from the Associations of Sub-national Governments. This initiative was given second priority.

Improvements to the Framework Decentralization Bill were provided only at technical level through seizing the opportunity to support a team of IADB consultants that were drafting the bill for a Congressman. The bill was not even introduced to a standing Committee of the Congress, so there was very little opportunity to go further. In the near future, the Program plans to stir renewed interest on this important piece of legislation.

Table 7 Level of Improvement of Decentralization Bills	
1. Framework Decentralization Bill	
<u>The bill lacked:</u> <ul style="list-style-type: none"> Principles, decentralization and administrative organizational techniques related to the process Procedures for the transferring of functions and resources Institutional space for concerting and negotiating Means for citizens participation Control mechanisms for the decentralized activities Legal means needed for implementing transfer of functions and resources. 	<u>The bill was improved through introducing the following:</u> <ul style="list-style-type: none"> Provisions on decentralization and administrative organizational techniques related to the process The appropriate procedures for implementing transfer of functions and resources Provisions on the availability of appropriate institutional space for concerting and negotiating Provisions to facilitate the means for citizens participation Provisions for controlling decentralized activities Provisions to determine the legal means to transferring functions and resources.
2. The draft Bill to regulate Article 6 of the Law N° 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay”	
Before ARD’s Intervention	After ARD’s Intervention
<ul style="list-style-type: none"> ERSSAN has the authority to devolve or transfer or delegate attributions to local governments. Legally, ERSSAN does not have that capacity. Delegation of functions is mandatory. Transfer of functions are based on an obsolete Municipal Classification. The bill does not regulate the technical, legal, and administrative capacities of the sub-national governments to comply with transfer requirements. The bill was rejected by the Senate and sent back to the Lower Chamber. Upon insistence of the Lower Chamber, the Senate killed the bill. The sub-national governments and their associations were never consulted or informed about the bill. 	<ul style="list-style-type: none"> ERSSAN controls compliance with technical requirements. Has no authority to devolve, transfer or delegate functions, in compliance with the Law. Transfer of functions is voluntary. Sub-national Governments apply for the functions. Classification of Municipalities is not used. Instead, the transfer of functions is based on the actual capacity of local government The technical, legal, and administrative capacities of the sub-national governments to comply with transfer requirements are clearly defined. The bill was unanimously approved by the Lower Chamber’s Committee of Public Works and Services, and introduced to the floor (vote pending). There were extensive consultations with and participation by associations and representatives of sub-national governments. Thus, the approved bill was the result of a process of broad consensus building among all stakeholders involved.
3. Municipal Code	
Before ARD’s Intervention	After ARD’s Intervention
<ul style="list-style-type: none"> There were scattered proposals on the Municipal Code: vetoed bills, punctual proposals, studies (CEPPRO). No single or consolidated proposal had been formally endorsed by the stakeholders. 	<ul style="list-style-type: none"> The need for amending the Municipal Code was identified through several training workshops with associations of sub-national governments The Committees of Municipal Affairs of both Chambers of the Congress agreed to work in coordination with the associations of sub national governments. A team of experts worked on the revision of all existing proposals regarding the Municipal Code. A draft proposal of amendments of the Municipal Code was completed.

Summary Evaluation for Specific Sub-Indicator: Level of Improvement

The three decentralization bills identified through program activities were significantly improved. The final goal of improving those bills was to support stakeholders to convince lawmakers to pass the bills in the Congress.

In particular, the improvement of the legal form and contents of the *Decentralization of Water Supply and Sanitation Bill* was achieved through a participatory and democratic process of information, consultation, and public dialogues, developed through transparent and open discussions. This process was implemented for the first time with a pending bill in the Congress. The systematic and informed participation of stakeholders allowed them to draft a consensus bill, which was an outgrowth of the participatory consultation process undertaken throughout the country. This outcome proved to be crucial for the favorable vote that the bill had in the Committee of Public Works and Services of the Lower Chamber of the Congress, where the stakeholders' bill was approved unanimously and without change by all members of the Committee. This result turned out to be a political recognition to the consensus reached by all stakeholders that supported the bill, and a victory of organized constituents' will.

The *Framework Decentralization Bill* was improved in its legal form, especially as to decentralization doctrine, and its waiting to be introduced in the Lower Chamber of the Congress. The Program has planned to start stirring stakeholder actions and proposals to force the Congress to bring the bill to the legislative agenda.

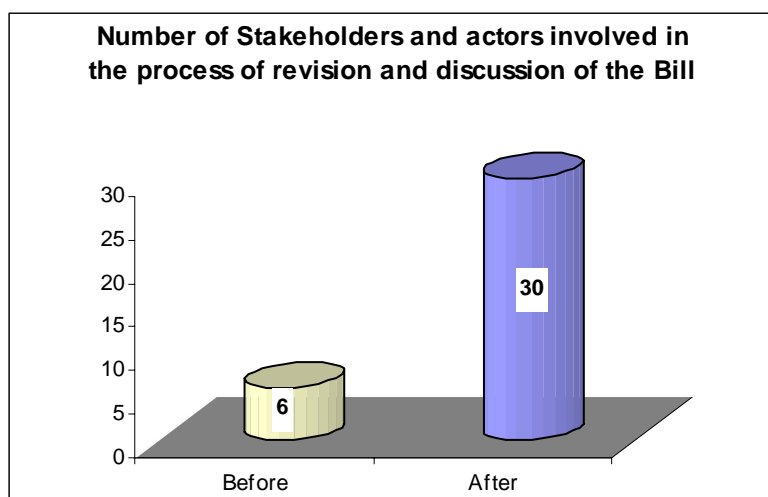
As to the *Municipal Code* the Program assembled all the previous proposals, proposed amendments, and studies on the current Law, and prepared a consolidated amendments draft that took into account all previous work, plus new original proposals and focus to update the Law. This work is underway and the next steps are to provide technical and logistical support to a stakeholder's technical committee to reach consensus on final amendments to be presented to the Congress. Additionally, the technical staffers of the Committees of Municipal Affairs of both Chambers of the Congress are already working jointly with Program consultants and stakeholders on the amendments. This allows assessing that, in high likelihood, the amendments drafted by a group of stakeholders and Congress' staff will have a high probability of being passed.

c. Specific Sub-Indicator: Type and number of stakeholders and actors involved in the process of revision and discussion of the bills.

Table 8 below shows the different stakeholders that were involved in the improvements introduced on the decentralization bills. These comprised associations of sub-national governments, the Congress, the executive branch of government, and the private sector.

Table 8 Type and number of Stakeholders involved in the process of revision and discussion of the Bills:				
Stakeholders	Before (In Task Order)	After	Difference	
			Absolute	Relative
Associations of Sub-National governments				
• National Associations of Sub-National Governments	4	5	+1	+25%
• Regional Associations of Sub-National Governments.	0	12	+12	+1200%
• Federation of Associations of Sub-National Governments	0	1	+1	+100%
Subtotal	4	18	+14	+350%
The Congress:				
• Committee of Public Works and Services of the Lower Chamber	0	1	+1	+100%
• Committee of Municipal and Departmental Affairs of the Lower Chamber	0	1	+1	+100%
• Committee of Municipal and Departmental Affairs of the Senate	0	1	+1	+100%
Subtotal	0	3	+3	+300%
- The Executive Branch:				
Ministries	2	2	+0	0%
Secretariats	0	1	+1	+100%
Decentralized Entities	0	1	+1	+100%
Subtotal	2	4	+2	+100%
- The Private Sector:				
Entities.	0	5	+5	+500%
Subtotal	0	5	+5	+500%
Total	6	30	+24	+400%

Graphic 4
Number of stakeholders and actors involved in the process of revision and discussion of the Bill



Summary Evaluation for Specific Sub-Indicator: Type and number of Stakeholders and actors involved in the process of revision and discussion of the bills.

All stakeholders reported in Table 8 were involved in the improvement of the *Decentralization of Water Supply and Sanitation Bill* through a comprehensive consultation process.

Municipal Government Associations and the Congress were mainly involved in the *Municipal Code* amendments, while the *Framework Decentralization Bill* had marginal stakeholder participation.

The stakeholders identified in Component 1 of the *Program* were key actors in the improvement of the Decentralization of Water Supply and Sanitation Bill. This result further contributed to positive interaction of results among the different Components of the *Program*.

4.2.2. Target Objective Result 2.2: Public services that could be decentralized to sub-national governments proposed

Indicators

General Indicators

- Technical reports. Stakeholders' involvement.

Specific Sub indicators

- a. Identified type and number of services that could be decentralized

Performance Evaluation

The performance of each **target objective result** was evaluated by its specific sub-indicators.

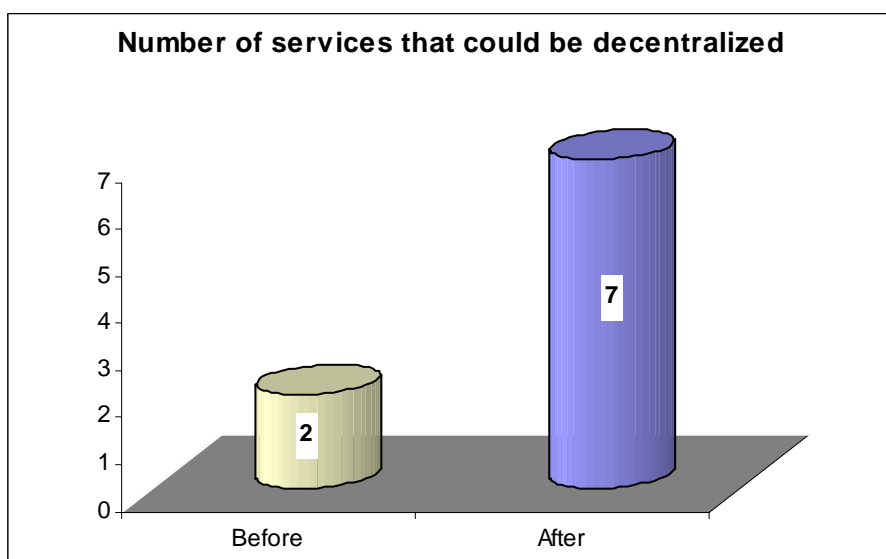
a. Specific Sub-indicator: Identified type and number of services that could be decentralized

At the onset of the Program, two possible services that could be decentralized to local governments were identified in the Task Order: Education and Public Works (feeder roads). The Program prepared working documents to analyze information regarding all public services, its likelihood of being decentralized, as well as the different experiences in decentralization of services. These documents provided a sound foundation to formulating a decentralization of services strategies and projects.

Table 9 shows the type and number of services that could be decentralized that were identified by the Program. It presents a 350% increase.

Table 9 Type and number of services that could be decentralized	
Before (In Task Order)	After
1- Education	1- Education
	2- Public Health..
	3- Water Supply and Sanitation
	4- Garbage Collection
	5- Telecommunications
	6- Electric Supply
2- Public Works (feeder roads)	7- Public Works Infrastructure (roads and highways)
	8- Public Transportation
	9- Administration of Taxes (IMAGRO and Tributo Unico)
Total: 2	Total: 9 (increased 350%)

Graphic 5: Number of services that could be decentralized



Summary Evaluation for Specific Sub-Indicator: Identified type and number of services that could be decentralized

Including the two services initially identified in the Task Order, nine services were identified, as shown in Table 9. Of these, three were acted upon: education, water supply and sanitation, and Taxes (Tributo Unico and IMAGRO).

The three services selected to be implemented were developed at different degrees. While water supply and sanitation was completed, education and taxes are in the process of being developed, as will be shown in the next sub-indicator's evaluation

4.2.3. Evaluation of Target Objective Result 2.3: Prioritized action plans on decentralization projects and policy changes prepared.

Indicators

General Indicators

- Action Plans formulated. Line ministries considering adopting or implementing policies/projects to devolve specific responsibilities to municipal and departmental governments.

Specific Sub indicators

- a) Type and Number of Lines of Action under implementation.
- b) Type and Number of ministries considering adopting or implementing policies/projects.

Performance Evaluation

The performance of each **target objective result** was evaluated by its specific sub-indicators

a. Specific Sub-Indicator: Type and Number of Lines of Action under implementation

Five lines of action were defined to implement *decentralization projects and policy changes* of this Program Component. Two lines of action were on *decentralization projects*, and corresponded to two of the nine services identified in Table 9 above - *Type and number of services that could be decentralized*. The two lines of action implemented were for the following sectors:

- Education
- Taxes

The Line of Action on education supported Strengthening Departmental Councils of Education (DCEs). These are independent deliberative bodies formed by stakeholders interested on education. DCEs function at Departmental level. The strategy of this initiative is to strengthen the DCEs in order to transform them into an agent for decentralization of education, in partnership with the Ministry of Education and the Departmental Governments. Both agencies currently have the political will to support decentralization of education.

The Line of Action on Taxes supported proposals for the decentralization of two taxes to sub national governments: IMAGRO and Tributo Unico, currently managed by the Treasury. This also included implementing private support to sub national governments for tax administration (outsourcing). The strategy of this initiative consists on opening a legal window to decentralize those taxes through normative reform, formulating concrete projects, and providing private support to sub national governments on administration and managerial aspects of the decentralized taxes.

Both Lines of Action are currently in progress with activities reported in Table 10 below, and are following a steady course.

Three Lines of Action of *decentralization policy changes* were implemented. As summarized in Table 7 above - *Level of Improvement of Decentralization Bills*, these policy changes materialized in the form of improvements to the following identified decentralization bills:

- Water Supply and Sanitation
- The Municipal Code
- The Framework Decentralization Bill (“Ley Marco de Descentralización”).

The Line of Action for Water Supply and Sanitation supported devolving to sub-national governments the legal authority and attributions to run that service. The initiative supported stakeholders on improving Law 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay” through passing amendments that would regulate the decentralization of the service.

The Line of Action for the Municipal Code provided technical assistance to stakeholders to support for the improvement of amendments on the existing Law.

The Line of Action for the Framework Decentralization Bill provided technical assistance to support a group of IADB consultants in the drafting of the bill.

The results of the implementation of these Lines of Action were described in Table 7 Above - *Level of Improvement of Decentralization Bills*.

Table 10
Type and Number of Lines of Actions Under Implementation.

Decentralization Sector/Policy	Implementation of Line of Action
1. Education	Line of Action: Strengthening of Departmental Councils of Education
	Assessing the political will of the Ministry of Education for decentralization
	Identifying opportunities for decentralization of education Departmental Councils of Education identified.
	Identifying normative reforms to implement decentralization of education: regulating articles of the Education Law dealing with the Departmental Councils of Education.
	Providing technical assistance to implement normative reform on education.
2. Taxes	Line of Action: Implementing decentralization of IMAGRO and Tributo Unico
	Accepting The Tax Committee of the Senate request for technical assistance to supporting tax reform.
	Supporting stakeholders on issue identification and tax reform initiatives
	Identifying decentralization and stakeholder interests on tax reform: decentralization of IMAGRO and Tributo Unico, and outsourcing for private support for tax management.
	Matching the Senate's interest on tax reform with stakeholder interests.
	Supporting normative reforms needed to advance stakeholder interest on tax reform
3. Water Supply and Sanitation	Line of Action: Support to Stakeholders for improving and passing amendments to Law 1614/2000 "General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay".
	Preparing a Diagnostic study on the bill.
	Assessing the decentralization principles in the bill.
	Assessing the legal and technical aspect of the bill.
	Presenting alternative proposals to improving the bill.
	Working with Stakeholders to prepare an improved bill to be presented to Congress.
	Conducting Six Stakeholder Regional Information and Public Dialogue Workshops on the bill, with participation of more than 600 representatives of diverse stakeholder groups, including 17 associations of sub-national governments, most of municipal and departmental governments, and representatives of the central government and the private sector.
	Drafting a stakeholder bill by a technical committee appointed by associations of sub-national governments.
	Presenting the bill to the Legislature.
	Supporting lobby efforts of the stakeholders to pass the bill.
	Strengthening the democratic and participatory process through stakeholder involvement.
4. The Municipal Code	Line of Action: Introducing amendments to improving the existing Municipal Code.
	Analyzing the existing law.
	Driving the Committees on Municipal affairs of the Lower and Higher chambers of the Congress to work for improvements of the current law.
	Stirring Stakeholders to support improvements of the current law.
	Providing technical assistance to prepare proposals to amending the existing law.
	Supporting stakeholder proposals to amend the current law to be presented to the Joint Committees on Municipal Affairs of the Congress.
5. Decentralization	Line of Action: Support Improvement to the Framework Decentralization Bill ("Ley Marco de Decentralization").
	Offering technical assistance to a group of IADB consultants to improve the bill.
	Providing technical assistance.
	Improving and expanding the principles of decentralization in the bill.
	Follow up of the bill in Congress.
	Working with stakeholders.

Summary Evaluation for Specific Sub-Indicator: Type and Number of Lines of Actions Under Implementation.

- Line of Action: Strengthening of Departmental Councils of Education

This line of action is leading to directly accomplish a Final Component Result of the Program, namely “...implementation of a decentralization project in at least two ministries...”. In this case, the project is associated with the Ministry of Education. Although the DCEs are independent bodies, they were created by the Ministry of Education as a means to advance decentralization initiatives. Strengthening DCEs will lead to facilitate the decentralization process. The implementation of this Line of Action is on schedule and the preparatory work already accomplished will lead to the formulation and implementation of a decentralization project.

- Line of Action: Implementing decentralization of IMAGRO and Tributo Unico

This line of action is leading to directly accomplish a Final Component Result of the Program, namely “...implementation of a decentralization project in at least two ministries...”. In this case, the project is associated with the Ministry of Finance (the Treasury). Two taxes, IMAGRO and Tributo Unico have been targeted as the object of a decentralization of taxes project. Technical support has already been provided to stakeholders, and a preliminary proposal on normative, technical, and managerial aspects of tax decentralization has been developed. The implementation of this Line of Action is on schedule and the preparatory work already accomplished will lead to the formulation and implementation of a decentralization project.

- Line of Action: Support to Stakeholders for improving and passing amendments to Law 1614/2000 “General del Marco Regulatorio y Tarifario del Servicio de Provisión de Agua Potable y Alcantarillado Sanitario para la República del Paraguay”.

This Line of Action has already produced a final result for this Component: “National decentralization policies, legislation and regulations will be developed...”. Through broad and comprehensive stakeholder participation and direct involvement, a final draft bill was produced and officially presented to the Lower Chamber of the Congress through the Committee of Public Works and Services. The Committee has assembled support to pass the bill on Committee, and it is expected that public support for the bill will lead to a prompt approval by the Lower Chamber in the near future, before the Congress adjourns for the holidays. This Action Line has been successfully completed. The Program will continue to provide technical and logistical support to stakeholders throughout the legislative process. The next step is at the Senate where it will be brought to the floor, and later, final approval by the Executive Branch of Government.

- Line of Action: Introducing amendments to improving the existing Municipal Code

This Line of Action is on target to produce a final result for this Component: “National decentralization policies, legislation and regulations will be developed...”. Through broad and comprehensive stakeholder participation and direct involvement, a proposal for amendments of the Law has been produced. The proposal will undergo a process of technical consultations to improve its contents. It will then be discussed by stakeholders for

final presentation to the Congress. This Line of Action has brought into the process technical staff of the Committees on Municipal Affairs of both Chambers of Congress, which may be helpful to facilitate a favorable vote on the amendments. The implementation of this Line of Action is on schedule and the preparatory work already accomplished will lead to the formulation and presentation of amendments to an important decentralization piece of legislation.

- Line of Action: Support Improvement to the Framework Decentralization Bill (Ley Marco de Descentralización)

This Line of Action has completed a first phase leading to accomplishing a final result for this Component: “*National decentralization policies, legislation and regulations will be developed...*”. Through technical assistance support provided by the Program to a group of IADB consultants, significant improvements were introduced to the bill. Unfortunately, after completing this first phase, the bill did not make it to the Congress’ agenda. Further, there was no affirmative action taken by stakeholders to promote its public discussion. The implementation of this Line of Action completed the intended first phase. The Program will renew its efforts to stir interest among stakeholders to promote public dialogue on the bill, as a means to encourage its consideration by Congress.

b. Specific Sub-Indicator: Type and Number of ministries considering adopting or implementing policies/projects

Policies/Legislation

The three policy initiatives, *Decentralization of Water Supply and Sanitation*, *Improvement of the Municipal Code*, and *Improvement of the Framework Decentralization Bill*, have no Line Ministry to work with. Instead of a Ministry as a partner agent to implement these initiatives, the institutions to work with are the Congress, and after approvals, the Executive Branch of Government.

The Congress has shown interest on *Decentralization of Water Supply and Sanitation*, and on *Improvement of the Municipal Code*, while it has shown no expressed interest on the *Framework Decentralization Bill*.

The Executive Branch of Government, through the Reform Secretariat, has shown qualified support to the *Decentralization of Water Supply and Sanitation*, has not participated so far on the initiative for *Improvement of the Municipal Code*, and has an alternative *Framework Decentralization Bill*, which has been found deficient by Program experts.

The key partners to implement these reforms, however, are the Associations of Sub-National Governments and other interested stakeholders.

Decentralization Projects

On *Decentralization of Education*, the Minister of Education has been directly involved and has expressed political will to promote decentralization of education. The Ministry concurs with the stakeholder’s and Program strategy to reach that goal through strengthening of the DCEs.

On *Decentralization of Taxes*, the Ministry of Finance (The Treasury), expressed qualified support to decentralizing two taxes, IMAGRO and Tributo Unico, to sub national governments. The total support to this policy will depend on the actual decentralization project formulated by the Project. There is high probability to enlist the total support of the Ministry for the project due to the fact that, first, those taxes are of no interest to the Ministry, and second, through the support of the Vice-Minister responsible of Tax Collections, who has been involved in the preparatory work so far. Additionally, the initiative is of interest to the Committee on Tax Affairs of the Senate, members of which have also been involved in the preparatory work.

Table 11 Type and number of ministries considering adopting or implementing policies/projects.	
Ministries	Policies Targeted
Ministry of Education	Strengthening of Departmental Educational Councils
(No Line Ministry exists for this sector)	Decentralization of Water Supply and Sanitation
(No Line Ministry exists for this sector)	Improvement of the Municipal Code
(No Line Ministry exists for this sector)	Improvement of the Framework Decentralization Bill
Ministry of Finance (the Treasury)	Decentralization of Taxes Outsourcing Tax Administration Management

Summary Evaluation for Specific Sub-Indicator: Type and Number of ministries considering adopting or implementing policies/projects

In the absence of line Ministries dealing with decentralization policies and legislative initiatives, the Congress has been enlisted to support the identified three of five decentralization policies and legislation, and to a lesser extent, the executive branch as well. Nevertheless, the major partners to implement these initiatives, Associations of Sub National Governments, have been strengthened so as to be a significant force to successfully press forward those initiatives.

One Policy Reform has already been accomplished, *Decentralization of Water Supply and Sanitation*, and it is safe to predict that at least the initiative to *Improve the Municipal Code* will eventually also enjoy support of the Congress.

The Ministry of Education supports the initiative leading to a decentralization project on Education. The Ministry of Finance (the Treasury) supports the work leading to a project on decentralization of taxes.

This result is on target: the two decentralization projects that will meet the Component Results have the support of the respective Line Ministries.

4.2.4. Overall Performance Evaluation for Component 2: Decentralization

The **Target Objective** for this Component was:

National Decentralization policies/projects, and/or legislation, and/or regulations proposed to be considered by GOP and sub national authorities

Three decentralization bills were improved. One of them, *Decentralization of Water Supply and Sanitation* was supported by the Program and proposed by sub-national authorities to the Congress.

Two decentralization projects were identified, are being prepared, and have been discussed with stakeholders and the respective Ministries: *Decentralization of Education* (Ministry of Education), and *Decentralization of Taxes* (Ministry of Finance/Treasury).

The development of this Component is on target as to the implementation of decentralization projects, and has accomplished 50% of the Component results regarding implementation of policies/legislation.

4.3. Component 3: Local Government Financial Autonomy

Program Expected Results and Work Plan Objectives

The **expected result** for this Component (see Task Order) by the end of the Program is:

Three national strategies and/or policies for improving local government financial autonomy and increasing local revenue collection will be developed.

The **target objective** of this Component in the Work Plan for the first year of the Program (See Table 1), called for:

National and sub national stakeholders strategies and/or policies, and/or procedures for improving sub national government financial autonomy and revenue collection prepared to be considered by GOP and sub national authorities.

Three **target objectives results** were determined to achieve the expected target objective for Year 1:

- Target Objective 3.1 - Stakeholders policy proposals to improve tax systems and collections in sub national governments prepared.
- Target Objective 3.2 - Stakeholder policy proposals to improve intergovernmental fund transfer systems and regulations proposed.
- Target Objective 3.3 - Stakeholders' policy proposals to support financial decentralization of resources for selected sectors prepared.

4.3.1. Evaluation of Target Objective Result 3.1: Stakeholders policy proposals to improve tax systems and collections in sub national governments prepared

Indicators

General Indicators:

- Stakeholder proposals developed

Specific Sub Indicators

- a) Stakeholder strategic lines of action developed
- b) Stakeholders involved on strategic lines of action

Performance Evaluation

The performance of each **target objective result** was evaluated by its specific sub-indicators.

a. Specific Sub Indicator: Stakeholder Strategic Lines of Action Developed

Table 12 below shows the different lines of action implemented to support stakeholders proposals to improve tax systems and collections.

At the onset of the Program, there were scattered ideas and documents dealing with this issue, but no specific strategy or concrete project existed. The Program prepared focused working documents to provide a basis for implementing strategies to improve revenues at sub-national governments. At the same time, through workshops and events with different stakeholders, specific issues of interest to sub-national governments were identified and targeted.

The documents prepared and the identified strategic lines of action were the basis to formulate concrete strategies for decentralization of IMAGRO and Tributo Unico, as was reported in Component 2, Decentralization.

The activities undertaken allowed better organizing stakeholders expressed needs and opening the way for a gradual formulation of feasible Strategies for Improvement of revenue collections of Sub National Governments, which will be implemented in the next quarter.

Table 12 Stakeholder Strategic Lines of Action to Improve Tax Systems and Collections in Sub National Governments	
Before	After
There were Scattered materials and ideas including proceedings from "Diálogos Democráticos", "Plataforma de Descentralización", and others. No comprehensive proposal existed.	Strategic Lines of Action
	Engaging stakeholders to identify strategies of their interest.
	Preparing Working Documents to support stakeholder proposals.
	Conducting Workshops and events to record stakeholder expressed needs.
	Identifying topics leading to strategies for decentralization and administration of selected taxes; improvement of existing Municipal Tax Collection Practices; improvements on Inter-governmental Transfers.
	Targeting IMAGRO and Tributo Unico as taxes that could be decentralized.
	Providing technical assistance to develop normative reforms needed to develop strategies to foster projects.

Summary Evaluation for Specific Sub-Indicator: Stakeholder Strategic Lines of Action Developed

Working documents and preliminary proposals were prepared as a basis to foster stakeholder involvement on the preparation of policy proposals to improve tax systems and collections. These materialized through preliminary Lines of Action that were implemented.

The progress of this activity was constrained by two factors, one stemming out of its own nature – the need to advance only with stakeholders support, and an external factor- a cut of one quarter on the originally allotted time for the Work Plan.

Due to other priorities, stakeholders concentrated on other activities of the Program, postponing their participation on this activity until late in the third quarter (July, August, and September).

The Work Plan was originally approved until December 2002. USAID and ARD agreed to end the first year of the Work Plan on September of 2002, thus reducing by one quarter the allotted time to complete activities of the originally approved time span of the Work Plan.

These two factors affected negatively the performance of this activity.

b. Stakeholders Involved on Strategic Lines of Action

At the onset of the Program, there were four National Associations of Sub-National Governments interested on Improving Tax Systems and Collections in Sub National Governments, namely OPACI (Mayors), AJUMPA (Municipal Council persons), AJUDEPA (Departmental Council persons), and Consejo de Gobernadores (Governors). These had different degrees of commitment and focus as to how to proceed and on what to proceed.

Through different interactive activities with these organizations and through activities of Component 4, *Strengthening Local Government Associations*, a fifth national association was brought on board: Red de Mujeres Múicipes del Paraguay (Women Mayors and Municipal Council Women).

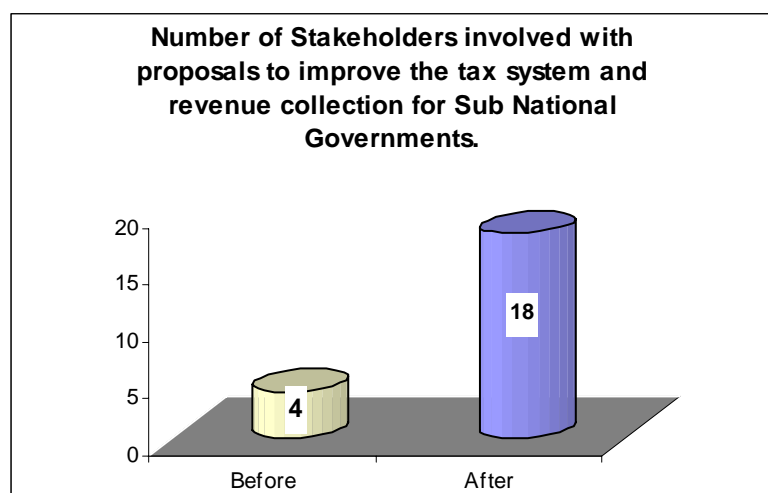
Additionally, also mostly through the activities of Component 4, twelve (12) additional regional associations of sub national government were enlisted to support lines of action leading to improving tax systems and collections in Sub National Governments (see report on Component 4).

By the end of the year, the five national associations mentioned above, as a result of Program activities of Components 2 and 4, decided to join forces by assembling in a National Federation of Associations of Sub National Governments. It was only then that all five were able to focus on the issues of interest to reach a consensus on those elements of common interest to improving tax systems and collections.

The Senate's Committee on Taxes was also engaging in Tax reform Initiatives and officially requested technical support which was approved by USAID. ARD was directed to work with the Committee.

Table 13 Stakeholders Involved on Strategic Lines of Action to Improve Tax Systems and Collections in Sub National Governments	
Before	After
Four National Associations of Sub-national Governments	Five National Associations of Sub National Governments (later, One Federation of Associations of Sub National Governments)
	12 Regional Associations of Sub National Governments
	The Senate's Committee on Taxes
Total: 4	Total: 18 (increased 350%)

Graphic 6: Stakeholders involved on Strategic Lines of Action to Improve Tax Systems and Collections in Sub National Governments



Summary Evaluation for Specific Sub-Indicator: Stakeholders Involved on Strategic Lines of Action

The stakeholders institutions involved in this activity increased from four, at the beginning of the Program, to 18 at the end of the year.

The progress of this activity was constrained by two factors, one stemming out of its own nature – the need to enlist stakeholders to support this activity, and an external factor- a cut of one quarter on the originally allotted time for the Work Plan.

Due to other priorities, stakeholders concentrated on other activities of the program, postponing their participation on this activity until late in the third quarter (July, August, September).

The Work Plan was originally approved until December 2002. USAID and ARD agreed to end the first year of the Work Plan on September of 2002, thus reducing by one quarter the allotted time to complete activities of the originally approved time span of the Work Plan.

These two factors affected negatively the performance of this activity.

4.3.2 Evaluation of Target Objective Result 3.2: Stakeholders policy proposals to improve intergovernmental fund transfer systems and regulations proposed.

Indicators

General Indicators:

- Stakeholder proposals developed

Specific Sub Indicators

- a) Stakeholder strategic lines of action developed
- b) Stakeholders involved on strategic lines of action

Performance Evaluation

The performance of each **target objective result** was evaluated by its specific sub-indicators.

a. Specific Sub-Indicator: Stakeholder Strategic Lines of Action Developed

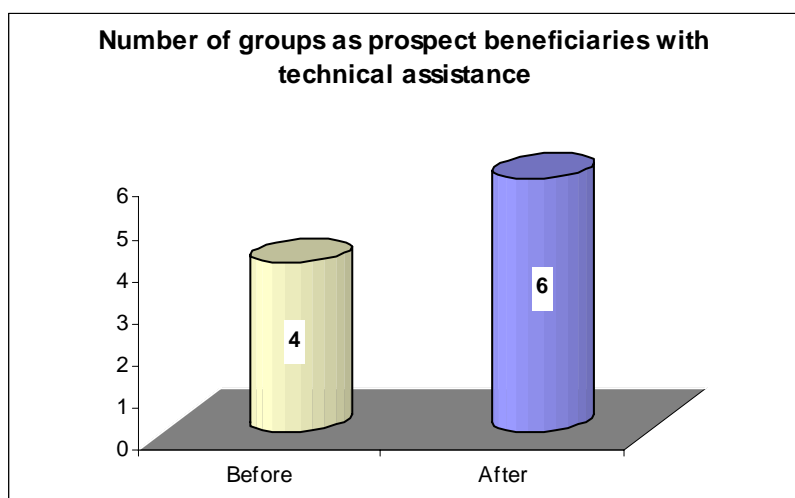
Table 14 below shows the two lines of action implemented to support stakeholders proposals to improve intergovernmental fund transfer systems and regulations.

At the onset of the Program, there were scattered ideas and documents dealing with this issue, but no specific strategy or concrete project existed. The Program prepared focused working documents to provide a basis for implementing strategies to improve intergovernmental fund transfer systems and regulations. At the same time, through workshops and events with different stakeholders, specific issues of interest to sub-national governments were expressed.

The activities undertaken allowed better organizing stakeholders expressed needs, and opening the way for a gradual formulation of feasible Strategies for Improvement of intergovernmental fund transfer systems and regulations, which will be implemented in the next quarter.

Table 14 Stakeholder Strategic Lines of Action to Improve Intergovernmental Fund Transfer Systems and Regulations	
Before	After
There were Scattered materials including proceedings from "Diálogos Democráticos", "Plataforma de Descentralización", and others. No comprehensive proposal existed.	Working documents to support stakeholder's proposals prepared. Workshops/events recording stakeholder expressed needs

Graphic 7: Number of groups as prospect beneficiaries for technical assistance



Summary Evaluation for Specific Sub-Indicator: Stakeholder Strategic Lines of Action Developed

Working documents were prepared as a basis to foster stakeholder involvement on the preparation of policy proposals to improve intergovernmental fund transfer systems and regulations.

The progress of this activity was constrained by two factors, one stemming out of its own nature – the need to advance only with stakeholders support, and an external factor- a cut of one quarter on the originally allotted time for the Work Plan.

Due to other priorities, stakeholders concentrated on other activities of the program, postponing their participation on this activity until late in the third quarter (July, August, September).

The Work Plan was originally approved until December 2002. USAID and ARD agreed to end the first year of the Work Plan on September of 2002, thus reducing by one quarter the allotted time to complete activities of the originally approved time span of the Work Plan.

These two factors affected negatively the performance of this activity.

b. Specific Sub-Indicator: Stakeholders Involved on Strategic Lines of Action

At the onset of the Program, there were four National Associations of Sub-National Governments interested on improving intergovernmental fund transfer systems and regulations, namely OPACI (Mayors), AJUMPA (Municipal Council persons), AJUDEPA (Departmental Council persons), and Consejo de Gobernadores (Governors). These had different degrees of commitment and focus as to how to proceed and on what to proceed.

Through different interactive activities with these organizations and through activities of Component 4, *Strengthening Local Government Associations*, a fifth national association was brought on board: Red de Mujeres Múicipes del Paraguay (Women Mayors and Municipal Council Women).

Additionally, also mostly through the activities of Component 4, twelve (12) additional regional associations of sub national government were enlisted to support lines of action leading to improving intergovernmental fund transfer systems and regulations (see report on Component 4).

By the end of the year, the five national associations mentioned above, as a result of Program activities of Components 2 and 4, decided to join forces by assembling in a National Federation of Associations of Sub National Governments. It was only then that all five were able to focus on the issues of interest to try to reach a consensus on those elements of common interest to improving intergovernmental fund transfer systems and regulations.

Table 15 Stakeholders Involved on Strategic Lines of Action to Improve Intergovernmental Fund Transfer Systems and Regulations	
Before	After
Four National Associations of Sub-National Governments.	Five National Associations. of Sub-National Governments.
	One Federation of Associations of Sub National Governments
Total: 4	Total: 6 (increased by 50%)

Summary Evaluation for Specific Sub-Indicator: Stakeholders Involved on Strategic Lines of Action

The institutions involved in this activity increased from four, at the beginning of the Program, to 6 at the end of the year.

The progress of this activity was constrained by two factors, one stemming out of its own nature – the need to enlist stakeholders to support this activity, and an external factor- a cut of one quarter on the originally allotted time for the Work Plan.

Due to other priorities, stakeholders concentrated on other activities of the program, postponing their participation on this activity until late in the third quarter (July, August, September).

The Work Plan was originally approved until December 2002. USAID and ARD agreed to end the first year of the Work Plan on September of 2002, thus reducing by one quarter the allotted time to complete activities of the originally approved time span of the Work Plan.

These two factors affected negatively the performance of this activity.

4.3.3 Evaluation of Target Objective Result 3.3: Stakeholders' policy proposals to support financial decentralization of resources for selected sectors prepared.

Indicators

General Indicators:

- Stakeholder proposals developed

Specific Sub Indicators

- a) Stakeholder strategic lines of action developed
- b) Stakeholders involved on strategic lines of action

Performance Evaluation

The performance of each **target objective result** was evaluated by its specific sub-indicators.

a. Specific Sub Indicator: Stakeholder Strategic Lines of Action Developed

No progress was accomplished

b. Specific Sub Indicator: Stakeholders Involved on Strategic Lines of Action

No progress was accomplished

Summary Evaluation for Specific Sub-Indicator: Stakeholders Involved on Strategic Lines of Action

The progress of this activity depended on the accomplishments of Target Objectives 3.1 and 3.2 of this Component. The progress on those target objectives was modest due to the reported reasons. Consequently, this activity did not progress, and will be re-formulated in next year's work plan

4.3.4 Overall Performance Evaluation for Component 3: Local Government Financial Autonomy

The **Target Objective** for this Component was:

National and sub national stakeholders strategies and/or policies, and/or procedures for improving sub national government financial autonomy and revenue collection prepared to be considered by GOP and sub national authorities.

Working documents were prepared as a basis to foster stakeholder involvement on the preparation of strategies and/or policies, and/or procedures for improving sub national government financial autonomy and revenue collection.

Towards reaching those goals, Lines of Action were implemented to improve tax systems and collections, and to improve intergovernmental fund transfer systems and regulations.

There was more progress on lines of action leading to the formulation of preliminary strategy proposals to improving revenue collections (Tax Systems and Collections in Sub National Governments) than for improving intergovernmental fund transfer systems and regulations. This outcome is consistent with the perceived priorities given by stakeholders to these two areas at the present time. All stakeholders agree that they needed to strengthen their financial autonomy but they had not yet committed decisively in supporting viable strategy proposals on which all of them agreed. In the next quarter, the Program will develop activities that will re-direct this situation.

The progress of this Component was constrained by two factors: a slower than expected participation of stakeholders, and a cut of one quarter on the originally allotted time for the Work Plan.

This Component did not perform better due to the following facts.

Stakeholder participation was focused to other activities of the Program that were of higher priority to them. At the same time, the technical complexity of the issues at hand delayed them in systematically committing their involvement beyond expressed needs.

The Work Plan was originally approved until December 2002. USAID and ARD agreed to end the first year of the Work Plan on September of 2002, thus reducing by one quarter the allotted time to complete activities of the originally approved time span of the Work Plan.

4.4. Component 4 Report: Strengthening Local Governments Associations

Program Expected Results and Work Plan Objectives

The **expected result** for this Component (see Task Order) by the end of the Program is:

The technical and advocacy capacity of local government associations will be increased (in a sustainable manner) in order to effect policy, legal, and regulatory reform and to improve democratic processes that address constituents needs. This will improve local governments associations' ability to participate effectively in national policy-making and serve as a counterweight to the GOP.

The **target objective** of this Component in the Work Plan for the first year of the Program (See Chart 1), called for:

Institutional, technical, and advocacy capacity of sub national government associations increased

Three **target objectives results** were determined to achieve the expected target objective for Year 1:

- Target Objective 4.1 - Plataforma de Descentralización promoted by CGP, OPACI, AJUMPA, and AJUDEPA.
- Target Objective 4.2 - Regional Forums for AJUMPA and OPACI Organized
- Target Objective 4.3 - Associations of Sub-national Governments strengthened

The performance of each **target objective result** was evaluated by its specific sub-indicators.

4.4.1. Evaluation of Target Objective Result 4.1: *The Plataforma de Descentralización* by CGP, OPACI, AJUMPA and AJUDEPA

Indicators

General Indicators:

- Document of the Plataforma de Descentralización presented to the public.

Specific Sub Indicators

- d. Implemented event

Performance Evaluation

The event had an attendance of 136 people including Governors, Mayors, Departmental and Municipal Council Persons, legislators, Officials from public and private institutions, representatives from other USAID programs and non-governmental institutions. Table 16 below shows the positive response to the invitation.

Table 16 Plataforma de Descentralización Workshop			
Place	Attendance		
	Invited	Attendees	Attendance Rate
Asunción	120	136	113.3%

4.4.2. Evaluation of Target Objective 4.2: Regional Forums for AJUMPA and OPACI Organized

USAID and ARD agreed that ARD would not participate in this target objective. Forums took place sponsored by USAID, UNDP and GTZ.

4.4.3. Evaluation of Target Objective 4.3: Associations of Sub-national Governments Strengthened

Indicators

General Indicators:

- Improved capacity on advocacy, policy analysis, coalition and consensus building, and technical skill of local government associations.

Specific Sub Indicators

- Sub indicator 1: Level of Institutional Organization
- Sub indicator 2: Inter-institutional Coordination
- Sub indicator 3: Counterweight to the Central Administration
- Sub indicator 4: Advocacy Capacity
- Sub indicator 5: Ability to formulate Projects
- Sub indicator 6: Technical Skills (Human Resources)
- Sub indicator 7: Consensus Building Capacity
- Sub indicator 8: Behavioral Changes
- Sub indicator 9: Technical Assistance Events (various types of workshops/ Public Dialogues).

Evaluation Methodology for Component 4

For the evaluation of Component 4 a survey was prepared to record data for the different specific sub-indicators. The survey had a universe composed by leaders and public officials involved in different levels of sub national governments and, especially, on their associations; politicians and former public authorities who have been close to the National Reform Program implementation. Documentation and results of activities implemented by the Program were reviewed as well.

To evaluate the specific sub indicators (1) and (9), documents of the Program were consulted. The specific sub indicator (1) compares the situation of the Local Associations before” and “after” the Program was implemented, the number of associations and their membership. Specific sub indicator (9) reports the attendance rates of the Technical Assistance Events (several types of workshops/Public Dialogues) developed throughout the year.

To evaluate the seven specific sub indicators (2) through to (8), surveys were prepared to measure the capacity gained by the associations of sub-national government “before” and “after” their interaction with the program. The survey measured different aspects including:

- Inter-institutional Coordination
- Counterweight to the Central Administration
- Advocacy Capacity
- Ability to formulate Projects
- Technical Skills (Human Resources)
- Consensus Building Capacity
- Behavioral Changes

Some of the sub indicators have other variables (see Survey Form in Annex 1) which in turn have other sub variables. The questions in the survey accept three types of answers: Yes/No, a numeric figure, and a qualitative category scale of : “None”, “Low”, “Medium”, “High”.

Qualitative variables have been quantified through numeric scoring defined as follows

Yes=2;
No=1;

None=0,
Low=1,
Medium=2 and
High=3.

Also, a specific weight was assigned for each variable of the survey according to the importance for the variable (higher weight for a more important variable, and so on). The

weights ranged from more than zero (0) to less than one (1). (Weight= w , $0 < w < 1$). The specific sub-indicators are, thus, weighted averages.

The survey was implemented on a sample of 30 people including leaders and officials of the associations, politicians, and key partners selected by the National Reform Program (NRP). This sample represented a complete universe of representatives of stakeholders that participated in activities of the Program. The survey took place between Thursday October 17 and Monday October 21.

The surveys were processed with the SPSS Software (Statistical Package for Social Sciences). The sub indicator is scored by the weighted average ratio of the answers of those interviewed and ranges from 0 to 1. To express the final score within the same categories of the Survey, the range was divided into thresholds according to the particular sub-indicator answer. For instance, in the case of four categories, the range was divided into four thresholds associated with the qualitative categories None, Low, Medium and High, respectively.

Results that indicated the strength gained by the different Associations after their contact with the National Reform Program were obtained from the information compiled which recorded the progress since the initial level. The evaluation results are presented first as a summary in the following section. A more detailed analysis is presented after the summary.

Summary Evaluation of Specific Sub Indicators

a. Sub indicator 1: LEVEL OF INSTITUTIONAL ORGANIZATION¹

Improvements were gained on institutional organization as measured by the following variables results:

- The number of associations of sub-national government involved in the reform process increased from 4 to 17
- Three preexisting associations were revitalized
- The membership in associations increased² by 30%
- The organization and communication infrastructure improved slightly (9,1%). However, it must be considered that this variation was given within the highest values of the scale of measurement (from 0,315 to 0,343) which for this indicator “IN 1.3” reached 0,40 points.

b. Sub indicator 2: INTER-INSTITUTIONAL COORDINATION³

According to the answers of the people interviewed, the coordination with other governmental bodies, measured through the contact with Municipalities, Departmental Governments, Central Government (Executive Power, Legislative Power, and Judicial Power) and with Private Organizations and Civil Society Organizations (CSO), has gone

¹ This specific sub indicator was included in the *Survey Form* with the purpose of being used as a control variable of the survey. The data in the Tables for sub indicator 1 come from the *Program* records.

² The increase is measured in percentages taking as base line the initial value.

³ The data for tables describing sub-indicator 2 to 8 come from the frequency charts in Annex 2.

from “Low” to “Medium”, which means it has increased by 42%, once the categories are quantified and measured.

c. Sub indicator 3: COUNTERWEIGHT TO THE CENTRAL ADMINISTRATION

The capacity to become a counterweight to the Central Administration was measured through the answers of the people interviewed related to questions dealing with “Participation of the Association in the Process of Decisions Making of the Central Government” and, “Proposals presented to the Central Government”. This capacity has remained within the category “medium”. However, within the same category there was an increase of 0,573 to 0,720, which shows an improvement of 25,6%.

d. Sub indicator 4: ADVOCACY CAPACITY

An increase from “Medium” to “High” was recorded in the Advocacy Capacity of the associations. It was measured by comparing the perception of the needs of the organizations and the achievements fulfilled through advocacy. This improvement represents an increase of 35% regarding its initial capacity.

e. Sub indicator 5: ABILITY TO FORMULATE PROJECTS

The Ability to Formulate Projects was measured through the participation of the associations in the preparation of proposals of local, regional, national and international scopes. It increased from “Low” to “Medium”, which represents a 39% increase.

f. Sub indicator 6: TECHNICAL SKILLS (HUMAN RESOURCES)

The technical capacity of the associations was measured through their ability to organizing events, planning and preparing projects, as well as their capacity to summoning, arranging, and negotiating, using their own resources or incorporating technicians from other institutions – through, for instance, cooperating or exchanging resources. This capacity improved from “Medium” to “High” which, measured as an index, represented an increase of 41%.

g. Sub indicator 7: CONSENSUS BUILDING CAPACITY

An increase from “Medium” to “High” was recorded in the capacity to reach consensus, expressed through agreements, alliances, and teaming up for work with other associations. This represented a 60% increase.

h. Sub indicator 8: BEHAVIORAL CHANGES

Behavioral changes in the members of the associations were recorded on their increased participation, commitment, understanding and willingness to contribute. The change ranged from “Medium” to “High”, expressed in the personal commitment to the institutional objectives, the perception of the need for technical capacity, inter institutional work, and the needs for alliances and coalitions. This change represented a quantified gain of 35%.

i. Sub Indicator 9: TECHNICAL ASSISTANCE EVENTS (VARIOUS TYPES OF WORKSHOPS/ PUBLIC DIALOGUES)⁴

This sub-indicator reports on the workshops, public dialogues, etc. implemented by the Program. Each one of them, whether targeting specific strengthening activities or not, contributed to the increase in capacities reported in the other sub-indicators. An attendance rate is included in this sub-indicator to show the interest expressed by the associations and other stakeholders. The events were focused around three main subjects: (A) Decentralization of the water supply and sanitation, , with a 72% attendance rate, (B) Institutional Strengthening of Associations, , with a 201% attendance rate, (B) The Organic Law of the Executive Branch of Government Bill (“Ley de Ministerios”), with a 105% attendance rate.

Description and Performance of Specific Sub-Indicators

a. Sub indicator 1 (IN 1): LEVEL OF INSTITUTIONAL ORGANIZATION

Description

To determine the “Level of Institutional Organization” of the Associations of sub national governments, the indicator was divided into three components: the existence of the Association (IN1.1), the membership (IN1.2), and the level of organization and infrastructure available in the associations (IN1.3), all these before and after the interaction with the Program.

Performance

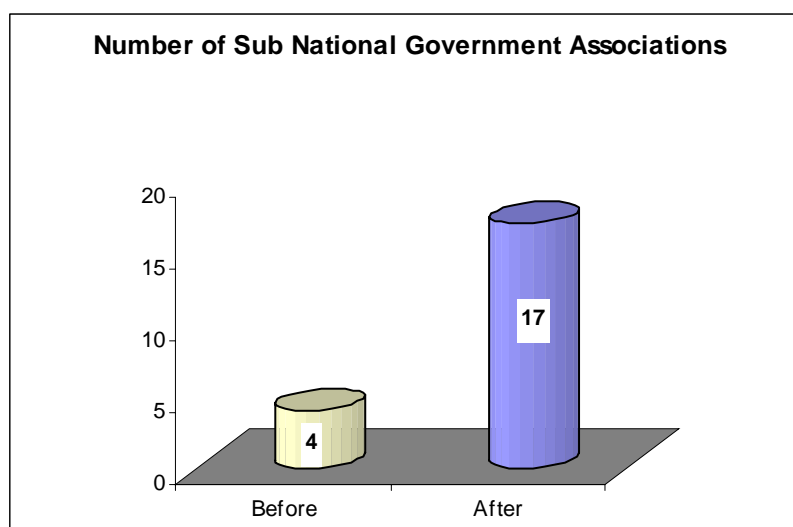
IN.1.1. Number of Associations of Sub-National Governments

The Task Order had identified 4 associations of sub national governments involved in the reform process, which constitutes the “before” of the Program. At the beginning of the activities of the National Reform Program, other 10 existing Local government associations were identified, with different levels of consolidation. The direct action of the Program boosted the revitalization of three associations and the creation of three new ones, all reaching presently a number of 17 regional associations. The increase from 4 to 17 associations meant not only a quantitative raise of 325%, but a qualitative gain as well. The workshop of “Institutional Strengthening” held in San Bernardino (from March 9 to March 10, 2002) decided to create the Federation of Associations of Sub National Governments. (This was later formalized on October 16th 2002). It is important to point out that this Federation is the first one ever of its nature in the country.

⁴ The data for tables of Sub indicator 9 come from the *Program* records.

Table 17 Number of Associations of Sub National Governments				
Sub-indicator	Observation	Quantity	Change	
			Absolute	Relative
IN1.1A	Before	4		
IN1.1D	After	17	+13	+325,0%

Graphic 8. Number of Associations of Sub National Governments



IN1.2. List of Associations and number of members

Table 18 shows the list of the Associations and the number of members belonging to each one of them before and after the contact with the National Reform Program. First, the Table shows that the total membership increased from 493 before the “NRP” to 639 after the “NRP”, with an increase of 146 new members. As observed in Table 18, the *Red de Mujeres Municipales del Paraguay* (RMMP) is the association that shows the highest increase in terms of membership, going from 51 to 160 members. This can be explained because the RMMP includes women majors and women elected for municipal councils. But, with the exception of the RMMP, in the rest of the associations, membership implies an institutional representation, that is, one member per institution. This increase revealed a clear sign of the strengthening of the local associations aiming to achieve common goals.

Even though the increase of members of the associations is important, we must consider that some associations cannot raise the number of its members since most of them already have recruited all possible members; that is, they cover the whole universe of their jurisdiction. This is the case of the Board of Governors or the Association of Department Boards which currently include all the governors and all Department Boards of the Republic. Table 18 shows with the symbol (✓) the associations that cannot increase their membership, and with (Δ) those associations that can increase their membership.

Consequently, the increase of the membership is an important means of measuring the institutional strengthening of the associations, but very soon they will reach their ceiling, and after this important increase of nearly 30% showed in the first year of implementation of the “NRP”, most likely in the coming years this increase might be less.

Table 18 List of Associations and Number of Members				
	IN1.2 Associations of Sub-National Governments	Number of Members		
		Before	After	Observation
	National Associations¹			
1	Board of Governors of Paraguay (CGP)	17	17	✓
2	Paraguayan Intermunicipal Cooperation Organization (OPACI)	180	180	Δ
3	Association of Departmental Boards (AJUDEPA)	17	17	✓
4	Association of Municipal Councils of Paraguay (AJUMPA)	93	93	Δ
5	Municipal Women's Network (RMMP)	51	160	Δ
	Regional Associations			
6	Association of Municipalities of the Metropolitan Area (AMUAM)	24	24	✓
7	Association of Municipalities of Alto Paraná (AMUALPA)	19	19	✓
8	Association of Municipalities of the Chaco (AMUCHACO)	4	6	Δ
9	Association of Municipalities of Caaguazú (AMUDECA)	20	20	✓
10	Association of Municipalities of Caazapá (AMUCA)	0	10	✓
11	Association of Municipalities of Cordillera (AMUCOR)	10	20	✓
12	Association of Municipal Councils of Itapúa (AJUMI)	24	24	Δ
13	Association of Mayors from the Northeast of Itapúa ²	21	21	✓
14	Regional Integration Federation of Itapúa, Misiones and Ñeembucú (FEDEINCOR)	3	3	✓
15	Association of Municipalities of Misiones, AMUMI	10	10	✓
16	Association of Municipalities of Paraguari (AMUPAR)	0	6	Δ
17	Association of Municipalities of the Second Department, AMUSEDE	0	9	Δ
	Total	493	639	

* NOTE: 1. The Federation of Associations of Sub National Governments is formed by the five (5) National Associations (CGP, OPACI, AJUDEPA, AJUMPA, and RMMP).

2. The Majors Association from Itapua (AIDI) was not included in the Table above because it did not respond to the Survey.

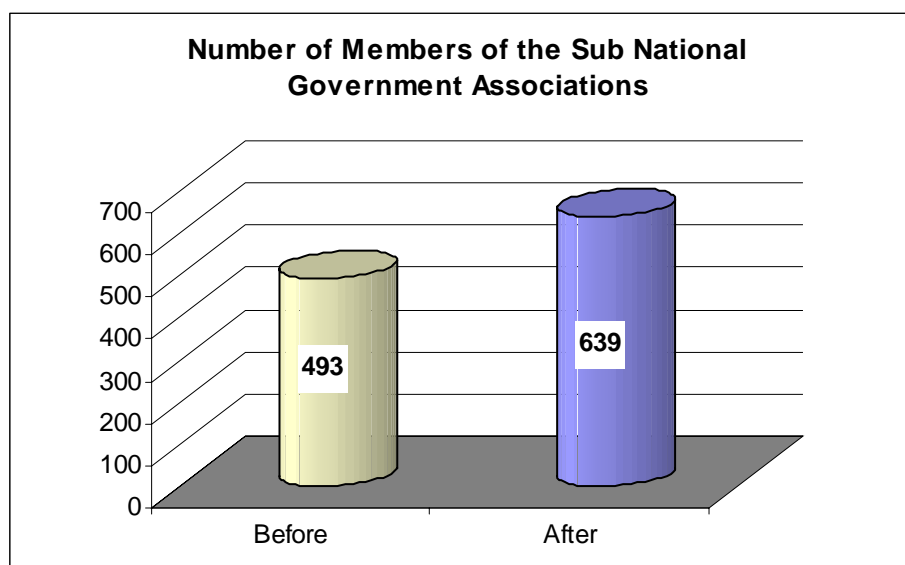
✓ = Associations with members that cannot grow, as they are represented by one individual.

Δ = Associations that can increase their memberships. These do not represent a single institution.

Table 19 and Graphic 9 present a different visualization of the results of this component.

Table 19 Number of Members of Sub National Governments Associations				
Sub-indicator	Observation	Quantity	Change	
			Absolute	Relative
IN1.2A	Before	493		
IN1.2D	After	639	+146	+29,6%

Graphic 9: Number of Members of the Sub National Government Associations



IN1.3. Organization and infrastructure of associations

In this component of the specific sub indicator, the people interviewed were asked about the existence of a Board Committee, if they had statutes, if they owned their own building, branch associations, computers, as well as the equipment for communications (telephone, fax, radio transmitter, e-mail and mobile phone). The answers of the people interviewed are registered in Table 20.

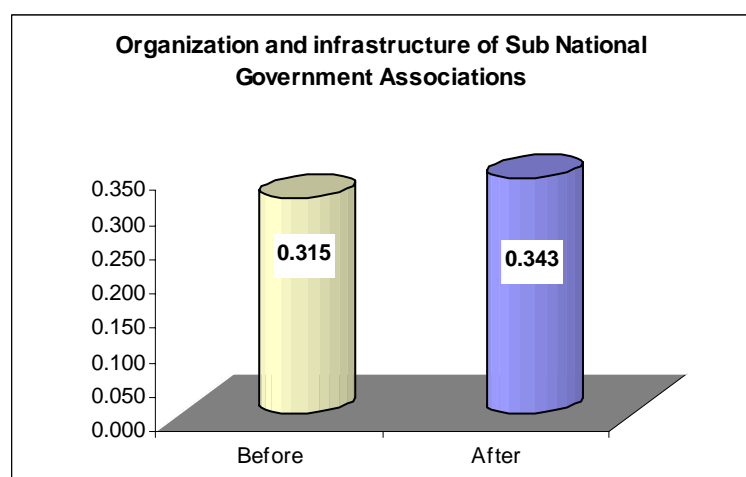
Table 20 shows that the majority of the associations have a Board Committee (88.2%) and a great percentage has statutes (70.9%). Regarding the infrastructure, computer and communications equipment, the level of availability of those elements was placed at the "Medium" range. When evaluating this variable it is important to keep in mind two major realities: first, the Association, in most cases, functions in the private work place one of its members-generally the wealthiest-who uses his personal infrastructure and equipment, and in some cases, also employs the means of communication of their public work places, e.g., the Municipality. Second, we must point out that the "NRP" does not support procurement for material goods like equipment and infrastructure. The low increase recorded in this component is not due to a lack of Program assistance. Quite the contrary; the NRP encourages stakeholders to find the ways of communications that would allow them to be in close contact among themselves and with the NRP.

Table 20 Organization and Structure of Associations						
The organization counts with:	Before		After		Difference	
	Quantity	%	Quantity	%	Quantity	%
Board of Directors	13	76,5	15	88,2	2	+11,8
Statutes	11	64,7	12	70,6	1	+5,9
Own facility	3	17,6	3	17,6	0	0,0
Filial Members	0	0,0	1	5,9	1	+5,9
Computer Equipment	5	29,4	6	35,3	1	+5,9
Communication Equipment						
Telephone	7	41,2	9	52,9	2	+11,8
Fax machine	6	35,3	7	41,2	1	+5,9
Radiotransmitter	0	0,0	0	0,0	0	0,0
E-mail	2	11,8	5	29,4	3	+17,6
Cellphone	3	17,6	3	17,6	0	0,0

Table 21 and Graphic 10 show the ratings of the component IN1.3 expressed as a weighted average index, where each sub component (from Table 22) was rated according to its importance within the institutional functioning. The index varies from 0 to 0,40, so, the values observed in Table 22 (0,315 and 0,343) show a small variation, but are placed among the highest values of the rank, and correspond to the category of “High”.

Table 21 Index of Organization and Infrastructure of Sub National Government Associations					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN1.3A	Before	High	0.315		
IN1.3D	After	High	0.343	+0,30	+9.1%

Graphic 10. Index of Organization and Infrastructure of Sub National Government Associations.



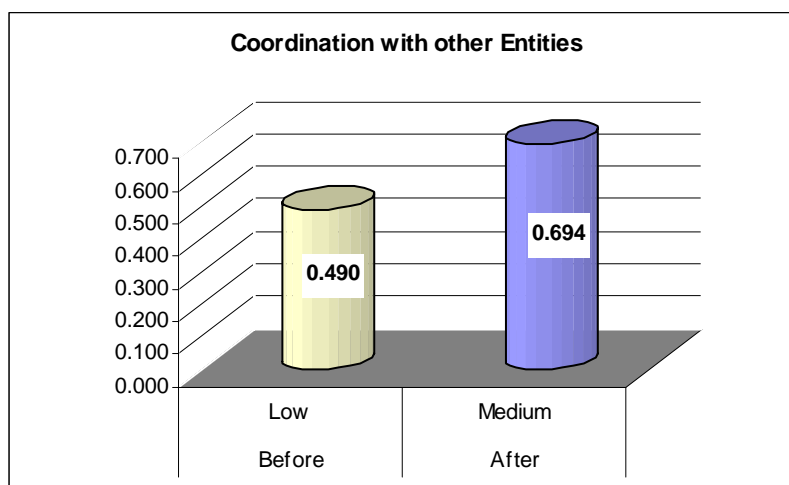
b. Sub indicator 2 (IN 2): INTER-INSTITUTIONAL COORDINATION

This sub indicator reports about the coordination capacity of the associations with other governmental bodies in order to achieve common goals. Specifically, the inquiry referred to coordination with the Executive, Legislative and Judicial Powers of the Central Government; with Municipalities and Departmental Governments, and with Private Organizations and the Civil Society. The coordination with each of these institutions has been weighted according to the importance of its relation with the associations.

According to the answers, the coordination with governmental bodies has gone over from “Low” to “Medium”, which represents an increase of 42%.

Table 22					
Index of Coordination with Other Entities					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN2.A	Before	Low	0,490		
IN2.D	After	Medium	0,694	+0,20	+41,7%

Graphic 11: Index of Coordination with other Entities



c. Sub indicator 3 (IN3): COUNTERWEIGHT TO THE CENTRAL ADMINISTRATION

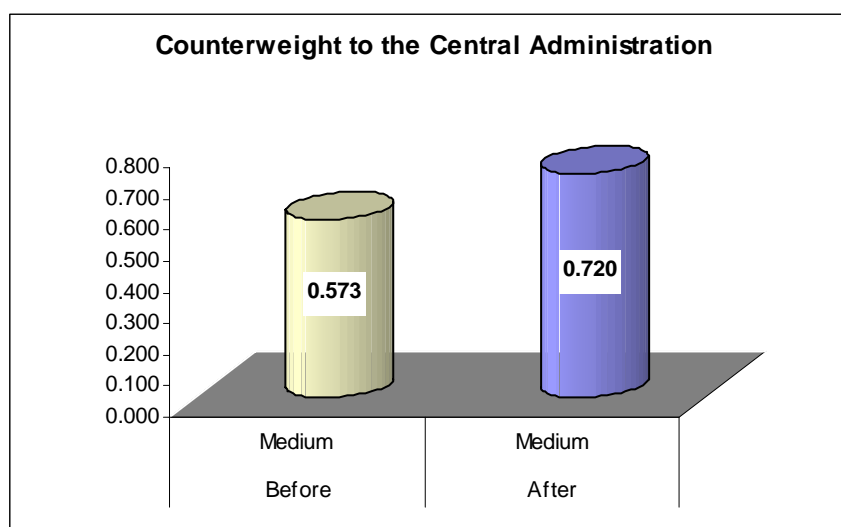
The capacity of the associations to become an effective “Counterweight To The Central Administration” was measured in relation to the “Participation of the Associations in the process of decision-making of the Central Government”, and to the “proposals presented by the associations to the Central Government”. The first question was asked regarding who had the lead in the initiative, in other words, if the participation took place through a Central Government initiative or through an Association’s initiative.

The answers regarding “The proposals to the Central Government” were discriminated between whether those had been “Introduced for Debate or Final Resolution” or “Did Not Have The Expected Answer”.

The capacity of the associations to become an effective counterweight to the Central Administration had an increase of 25.6%. In terms of a weighted average index, it increased from 0,573 to 0, 720 points, remaining within the category of “Medium”, as shown in Table 23 and Graphic 12. This outcome is important as it shows that the Associations are becoming a political force to be reckoned with.

Table 23					
Index of Counterweight to the Central Administration					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN3.A	Before	Medium	0.573		
IN3.D	After	Medium	0.720	+0.15	+25.60%

Graphic 12: Index of Counterweight to the Central Administration



d. Sub indicator 4 (IN4) ADVOCACY CAPACITY

The advocacy capacity was measured according to the perception of the associations concerning their needs, and the achievements obtained through the NRP.

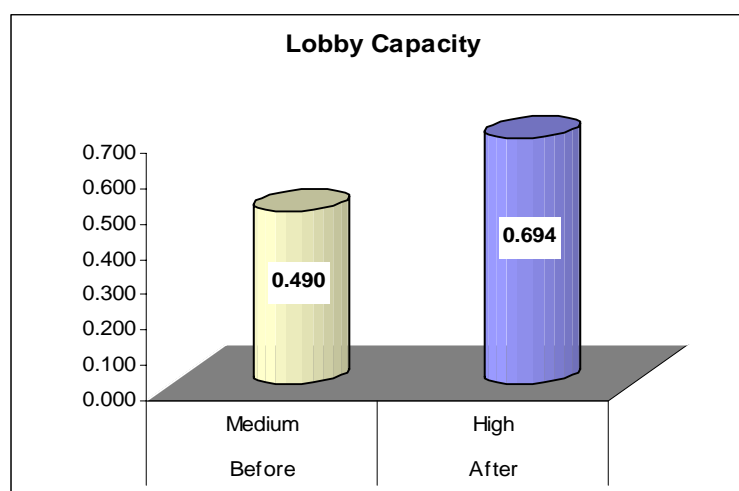
The specific sub indicator was evaluated through two components, inquiring if “the lobby was considered necessary to achieve goals of interest to the associations” and if “the associations implemented lobbies with Municipalities and Departmental Governments, the

Executive, Legislative, and Judicial Powers of the Central Government, and with Private Organizations and the Civil Society Organizations (CSOs).

According to the answers, the Advocacy and Lobby Capacity of the associations increased from “Medium” to “High”. This represented an increase of 35%, as shown in Table 24 and Graph 13.

Table 24 Index of Advocacy Capacity					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN4.A	Before	Medium	0.558		
IN4.D	After	High	0.756	+0.2	+35.40%

Graphic 13: Index of Advocacy Capacity

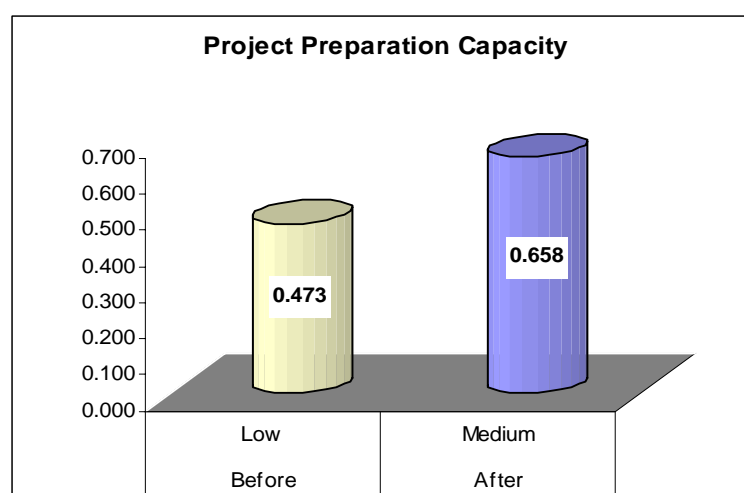


e. Sub indicator 5 (IN5) ABILITY TO FORMULATE PROJECTS

The Project Preparation Capacity was measured through specific projects in which the associations had effectively participated. According to the answers, the capacity of the associations to prepare proposals of local, regional, national or international scopes has gone from “Low” to “Medium”, which represents increase of 39%, as shown in Table 25 and Graph 14.

Table 25 Index of Project Preparation Capacity					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN5.A	Before	Low	0.473		
IN5.D	After	Medium	0.658	+0.19	+39.20%

Graphic 14: Index of Project Preparation Capacity



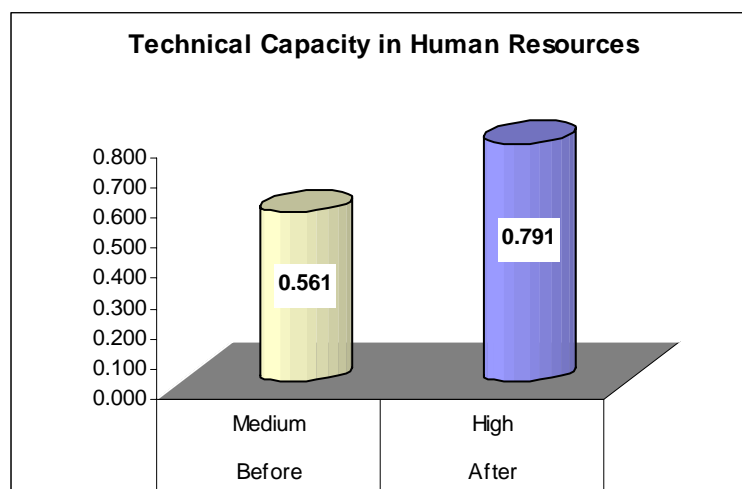
f. Sub indicator 6 (IN6): TECHNICAL SKILLS (HUMAN RESOURCES)

The capacity and the ability of the staff of the associations were assessed to measure whether they were capable of organizing, planning, summoning, lobbying and negotiating. The associations were also questioned about their abilities to incorporate Technicians from other institutions to manage specific topics, as well as on cooperation and exchange programs with the members of other associations.

The technical capacity of human resources of the associations improved from “Medium” to “High” which represented an increase of 41%, as shown in Table 26 and Graphic 15.

Table 26 Index of Technical Skills (Human Resources)					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN6.A	Before	Medium	0.561		
IN6.D	After	High	0.791	+0.23	+40.90%

Graphic 15: Index of Technical Capacity in Human Resources



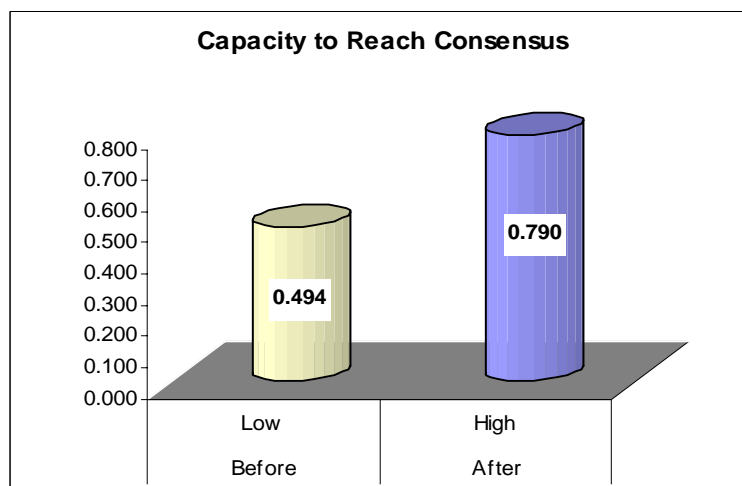
g. Sub indicator 7 (IN7): CONSENSUS BUILDING CAPACITY

The capacity to reach consensus has been measured through achievements represented in signing agreements, team work with other associations, and building alliances among institutions.

An improvement from “Low” to “High” has been recorded regarding the capacity of associations to reach consensus, which represents an increase of 60%, as shown in Table 27 and Graphic 16.

Table 27 Index of Capacity to Reach Consensus					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN7.A	Before	Low	0.494		
IN7.D	After	High	0.790	+0.30	+60.0%

Graphic 16: Index of Capacity to Reach Consensus



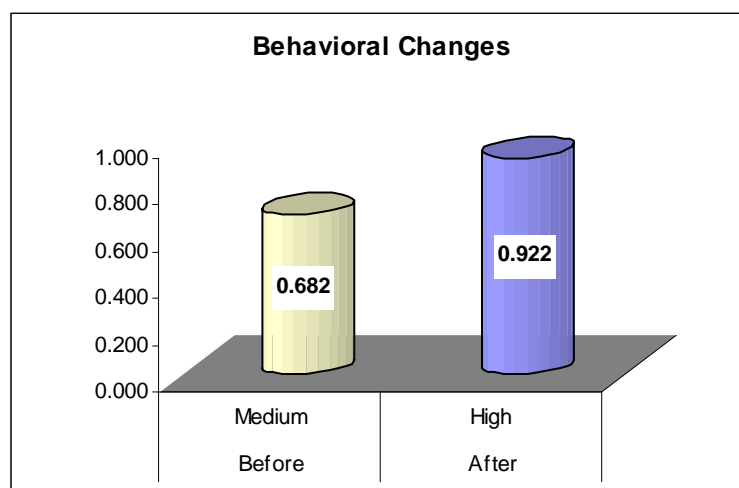
h. Sub indicator 8 (IN8): BEHAVIORAL CHANGES

This specific sub indicator related to human attitude towards change, in this case National reform and decentralization. The Program expected to encourage commitment on the stakeholders through their participation in different activities. Consequently, the questions in this specific sub indicator were focused to find out whether the members of the associations had a more positive view of the personal commitment on their institutional objectives, the perception of the need for technical training, the need for inter-institutional work, the need of alliances and associations to reach common objectives, and the commitments implied through working on reaching those goals.

Behavioral changes went from “Medium” to “High”, which represented a 35% increase in personal commitment and participation, as shown in Table 28 and Graphic 17.

Table 28					
Index for Behavioral Changes					
Sub-indicator	Observation	Category	Score	Change	
				Absolute	Relative
IN8.A	Before	Medium	0.682		
IN8.D	After	High	0.922	+0.24	+35.2%

Graphic 17: Index of Behavioral Changes



i. Sub Indicator 9: TECHNICAL ASSISTANCE EVENTS (various types of workshops/Public Dialogues)

This specific sub indicator reports on the technical assistance events implemented by the Program with associations of sub national governments through several types of workshops, public dialogues, forums, round table discussions, etc. The events were focused on three main subjects: (A) Decentralization of water supply and sanitation, (B) Strengthening of Associations, (C) The Organic Law of the Executive Bill (“Ley de Ministerios”).

Annex 3 includes a collection of invitation letters to the events, the programs developed in each event, and workshops attendance lists.

A. Workshops on Decentralization of Water Supply and Sanitation.

Six workshops on public dialogues on *Decentralization of Water Supply and Sanitation* took place during the months of July and August, 2002. During these workshops, the topic was on a Decentralization of Water Supply and Sanitation Bill, (modifying articles 1^aW, 6^a, 26^aE, 29^a and conforming with Law No. 1614/2000”). This Bill regulated the devolution of legal attributions on the water supply and sanitation service to sub national governments, and the technical and financial conditions needed by those levels of governments to exercise that responsibility.

The local associations of sub national government summoned the workshops with the technical and logistical support of the National Reform Program. The purposes of the workshops were to get stakeholders involved in the subject matter of the workshops, in a transparent, participatory, inclusive and democratic manner, where they themselves could analyze, discuss and advance in this process according to how they perceived their reality and needs.

The six information and public dialogue workshops covered all Departments of the country. Attendees included national and regional associations of sub-national government, sub national government representatives, and other stakeholders of the public and private sectors, as well as representatives of the Secretariat of Reform.

The workshops succeeded on informing all participants on the subject matter, allowing exchanges of opinions and proposals, and finally, on reaching consensus on proposals on the bill. As a result of this process, the stakeholders were positioned to present properly documented and fully informed proposals to the Legislative Power.

In effect, after the workshops, and after collecting the inputs provided by the participants, modifications to the Draft Bill in the Congress were made. The amendments were prepared by a technical committee of the associations (OPACI, AJUMPA, Red de Mujeres Municipales del Paraguay), Municipality of Asunción, and Neighborhood Committees representatives, with the endorsements of AJUDEPA and the Governors Council, and the technical support of the Program.

Table 29 Workshops on Decentralization of Water Supply and Sanitation						
Place		Date	Departments Covered	Participants		
				Invited	Attendees	Attendance rate
1	Asunción	11 June	Capital (1) Central (19)	48	52	108,3%
2	Coronel Oviedo	23 July	Cordillera (20) Guairá (17) Caaguazú (20) Caazapá (10) Paraguarí (17)	116	83	71,6%
3	Ciudad del Este	26 July	Alto Paraná (19) Canindeyu (10)	54	51	94,4%
4	Filadelfia	30 July	Boquerón (1) Pdte. Hayes (5) Alto Paraguay (2)	34	33	97,1%
5	Concepción	31 July	Concepción (6) San Pedro (17) Amambay (3)	56	64	114,3%
6	Encarnación	3 August	Itapúa (30) Misiones (10) Ñeembucú (16)	86	80	93,0%
				394	363	92.1%

* **Note:** : In addition to the representatives of the Sub National Government Associations, other strategic stakeholders from private and public sectors were invited and attended the workshops.

A document of the workshop's proceedings, containing the complete transcription of all participants' interventions, and the text agreed on the proposed modifications to the Bill, was sent to each one of the participants as feed-back.

Table 29 shows the Departments covered in each workshop and the dates and places where they took place. The Table shows a 92.1% average attendance rate. This illustrates the improved capacity of the associations to summoning events of their interest.

B. Strengthening of Associations of Sub-National Governments.

Through March and October, 2002, nine events were implemented throughout the country to provide technical assistance to associations of sub national governments. The workshops allowed the associations, political actors, mayors, departmental and municipal council persons, and leaders from successful municipalities, to have an opportunity to share experiences and formulate proposals to foster national reform and decentralization.

The objective of the workshops was giving the associations and local governments a more efficient organizational and technical structure. Also, they served the purpose of establishing a base line of capacities and needs.

The first workshop that took place in March, 2002 in San Bernardino, where an action plan was agreed upon on several aspects of the interest to municipal governments such as financial, strategic alliances, participatory development plans, normative reforms, and participatory mechanisms based on transparency and citizens control systems. This Action

Plan was presented to the Public on April, 2002 with the main objective to joining stakeholders' efforts to strengthening the decentralization and democratization process in the country.

Furthermore, the stakeholders who participated in these workshops pointed out the importance of strengthening the existing associations and the need for creation of new organizations at regional, departmental and municipal levels. In this workshop which took place in San Bernardino on March 9 and 10, 2002, the creation of a federation of associations of sub national governments was agreed upon.

Table 30 shows the number of events that were implemented, the dates and the places where they took place, and the number of representatives invited with attendance rates. An overall average attendance rate of 173.3 % was reached, thus showing the interest of stakeholders on this type of event.

Table 30					
Technical Assistance Workshops to Strengthen Associations					
No.	Place and type of Event	Date	Participants		
			Invited	Attendees	Attendance rate
1	San Bernardino	9 and 10 March	50	75	150.0%
2	Asunción – Informative Workshop for “Consejo de Gobernadores”	9 April	25	40	160.0%
3	San Bernardino	28 and 29 June	22	53	240.9%
4	Coronel Oviedo	23 July	22	21	95.5%
5	Filadelfia	30 July	22	23	104.5%
6	Concepción	31 July	22	64	290.9%
7	Encarnación	3 August	22	14	63.6%
8	Asunción	17 August	22	90	409.1%
			207	380	183.6%
	Planned for next Quarter				
9	Asunción – Formalization of the Federation of Associations of Sub national Governments	16 October	---	---	---

C. Organic Law of the Executive Branch Bill (“Ley de Ministerios”)

The Organic Law of the Executive Branch Bill, also known as “Ley de Ministerios” was the object of several round table discussions, public debates and informative meetings, with participation of well known jurists, members of congress, and involved stakeholders. These were supported by the National Reform Program. In these events, the nature and scope of this Bill were analyzed and widely discussed.

Table 31 shows the number of events organized, specifying the number of persons invited and the attendance rates as well. It was observed that the number of people who attended was larger than the number of people invited. An average attendance rate of 123.8% was recorded.

Table 31 Round Tables on the Organic Law of the Executive Branch Bill (“Ley de Ministerios”)					
No.	Place and type of event	Date	Participation		
			Invited	Attendees	Attendance rate
1	Asunción (Round Table)	9 August	21	21	100,0%
2	Asunción (Round Table)	19 August	21	31	147,6%
			42	52	123,8%
	Planned for next Quarter				
3	The Senate (Public Hearing)	16 October	---	---	---
4	The Senate (Public Hearing)	18 October	---	---	---
5	Hotel Granados – Asunción (1) (Information meeting)	18 October.	---	---	---
6	The Senate (Public Hearing)	21 October	---	---	---
7	The Senate (Public Hearing)	23 October	---	---	---
8	The Senate (Public Hearing)	25 October	---	---	---
9	Villarrica – Guairá	8 November	---	---	---
10	Colonias Unidas-Hohenau	9 November	---	---	---

Summary Evaluation of Component 4

The technical and advocacy capacity of Associations of Sub-national Governments increased significantly, measured through improvements on the following aspects: Level of Institutional Organization; Inter-institutional Coordination; Counterweight to the Central Administration; Advocacy Capacity; Ability to formulate Projects; Technical Skills (Human Resources); Consensus Building Capacity; Behavioral Changes. Indicators that measured those improvements ranged from 9.1% to 325% increases. Additionally, significant activities of technical assistance support were implemented for the Associations.

As to gender, the activities of this component had a significant impact, expressed through the important strengthening attained by the Municipal Women’s Network, *Red de Mujeres Municipales del Paraguay*.

Although meetings held with stakeholders to prepare or conceptualize activities for them J1 not reported, it must be noted, though, that each one of them add skills, advocacy capacity, and other empowerments to the members of the associations that participate in those meetings. Additionally, through those meetings, the associations gain education on democratic practices, in transparency, and participation. Those J1 all intangible results that were not measured, but it is safe to say that they add training value to the results of this component.

The activities undertaken in this component and the results attained from the successful implementation of those activities, significantly contributed to the expected results of *Intermediate Result (IR) 1.3 – National Democratic Reform Process Expanded*, of the *Democracy Strategic Objectives* of USAID. Additionally, they benefited the progress of IR 1.1 (*More Effective and Accountable Local Government*) and IR 1.2 (*Development of an Active Civil Society Encouraged*), through the ancillary effects of the results of this component.

In summary, more than 50% of the expected results of this component have been attained. Its performance can be rated as successful and on target.

5. ANNEXES

Annex 1: Survey Form

In this annex, the *Survey Form* used to interview stakeholders is presented. In the first column and next to the corresponding variable, weights are assigned to the variables, ranging from zero (0) to one (1), according to the relative importance of the particular variable in the described process measured by the sub-indicator. The resulting indicator, i.e., Level of Institutional Organization, thus, represents a weighted average of the variables.

Name		Tel.		Survey No.	
Institución		Position			
Association		Position		Other Association	
INSTITUTIONAL STRENGTHENING: Survey Consulting Form (Please answer the survey with regards to the beginning of the relationship with the National Reform Program)					
1	LEVEL OF INSTITUTIONAL ORGANIZATION	Before		After	
1.1	Your organization already existed (0.40)	Yes	No	Yes	No
1.2	Number of members (0.30)	Qty.		Qty.	
1.3	The organization counts/counted with (0.40)				
0.23	a) Board of Directors	Yes	No	Yes	No
0.23	b) Statutes	Yes	No	Yes	No
0.12	c) Own facility	Yes	No	Yes	No
0.07	d) Filial or auxiliary Associations	Yes	No	Yes	No
0.16	e) Computer equipment	Yes	No	Yes	No
0.19	f) Communication Equipment (stick only if available)	telephone		telephone	
		Fax		Fax	
		Radio		Radio	
		e-mail		e-mail	
		cellphone		cellphone	

2.	COORDINATION WITH OTHER GOVERNMENTAL BODIES WITH REGARDS TO THE NPR, THE CONTACT WITH	Before				After			
		None	Low	Medium	High	None	Low	Medium	High
0.19	a. Municipalities, was/are								
0.19	b. Governments, was/are								
0.16	c. Central Government, Executive Power, was/is								
0.23	d. Legislative Power, was/is								
0.09	e. Judicial Power, was/is								
0.14	f. Private organizations and ONG's, were/are								

3	COUNTERWEIGHT TO CENTRAL ADMINISTRATION	Before		After		
3.1	Have the Member taken part in the decision making process of the Central Government (0.5)					
0.4	a. To the Central Government's initiative	Yes	No	Yes	No	
0.6	b. To the members's initiative	Yes	No	Yes	No	
3.2	The proposals made to the Central Government (0.5)					
0.3	a. Did not have the expected answer	Yes	No	Yes	No	
0.7	b. were added to the debate or to the final resolution	Yes	No	Yes	No	

4	LOBBY CAPACITY	Before				After			
		None	Low	Medium	High	None	Low	Medium	High
4.1	"Lobbying" was considered necessary to obtain resources for the Member (0.4)								
4.2	The Member lobbied with (0.6)								
0.06	a. Municipalities,								
0.06	b. Governments,								
0.25	c. Central Government, Executive Power								
0.30	d. Legislative Power								
0.12	e. Judicial Power								
0.21	f. Private organizations and ONG's								

5.	PROJECT PREPARATION CAPACITY	Before				After			
		None	Low	Medium	High	None	Low	Medium	High
5.1	The Member took part in project's formulation and preparation								
0.17	a. Locally								
0.29	b. Regionally								
0.42	c. Nationally								
0.12	d. Internationally								

6.	TECHNICAL CAPACITY IN HUMAN RESOURCES	Before				After			
		None	Low	Medium	High	None	Low	Medium	High
6.1.	Which are/were the technical capacity and/or ability to: (0.7)								
0.11	a. Organize events								
0.22	b. Planning								
0.22	c. Project elaboration								
0.11	d. Convocation								
0.18	e. Administration								
0.16	f. Negotiation								
6.2.	Interinstitutional work allowed collaboration and technician interchange among members of the Association (0.3)								

7.	CAPACITY TO REACH CONSENSUS	Before				After			
		None	Low	Medium	High	None	Low	Medium	High
7.1.	Capacity to Reach Consensus is expressed by								
0.36	a. Covenants (legal) were/are								
0.14	b. Agreements, were/are								
0.21	c. Groups of work with other Associations								
0.24	d. Alliances (integration among institutions)								

8.	ATTITUDE CHANGE	Before				After			
		None	Low	Medium	High	None	Low	Medium	High
8.1.	Members have a more positive vision of								
0.18	a. Personal compromise with institutional objectives								
0.15	b. Technical Capacity Needs								
0.21	c. Interinstitutional work								
0.21	d. Need to perform alliances								
0.25	e. Associations								

Annex 2: Frequency charts of the components of the sub indicators

The Frequency Charts in this annex should be read as follows:

- A2A:

The first A means: the Observations “Before”

The number 2 means: Sub indicators 2 (3, 4, 5, ..., 8).

The last A means: the variables of the sub indicator (B means “b”, C means “c”, and so on)

The same holds for Frequency Charts with D in the first place (D.2.A) where D means observation “After”.

A2A CONTACTO CON MUNICIPALIDAD					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	8	26,7	26,7	26,7
	POCO	9	30,0	30,0	56,7
	MEDIANAMENTE	10	33,3	33,3	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D2A CONTACTO CON MUNICIPALIDAD					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	3	10,0	10,0	13,3
	MEDIANAMENTE	15	50,0	50,0	63,3
	MUCHO	11	36,7	36,7	100,0
	Total	30	100,0	100,0	

A2B CONTACTO CON GOBERNACION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	10	33,3	33,3	33,3
	POCO	7	23,3	23,3	56,7
	MEDIANAMENTE	10	33,3	33,3	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D2B CONTACTO CON GOBERNACION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	2	6,7	6,7	6,7
	POCO	6	20,0	20,0	26,7
	MEDIANAMENTE	14	46,7	46,7	73,3
	MUCHO	8	26,7	26,7	100,0
	Total	30	100,0	100,0	

A2C CONTACTO CON PODER EJECUTIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	14	46,7	46,7	46,7
	POCO	11	36,7	36,7	83,3
	MEDIANAMENTE	4	13,3	13,3	96,7
	MUCHO	1	3,3	3,3	100,0
	Total	30	100,0	100,0	

D2C CONTACTO CON PODER EJECUTIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	5	16,7	16,7	16,7
	POCO	8	26,7	26,7	43,3
	MEDIANAMENTE	13	43,3	43,3	86,7
	MUCHO	4	13,3	13,3	100,0
	Total	30	100,0	100,0	

A2D CONTACTO CON PODER LEGISLATIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	16	53,3	53,3	53,3
	POCO	9	30,0	30,0	83,3
	MEDIANAMENTE	4	13,3	13,3	96,7
	MUCHO	1	3,3	3,3	100,0
	Total	30	100,0	100,0	

D2D CONTACTO CON PODER LEGISLATIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	4	13,3	13,3	13,3
	POCO	9	30,0	30,0	43,3
	MEDIANAMENTE	14	46,7	46,7	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

A2E CONTACTO CON PODER JUDICIAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	21	70,0	70,0	70,0
	POCO	5	16,7	16,7	86,7
	MEDIANAMENTE	3	10,0	10,0	96,7
	MUCHO	1	3,3	3,3	100,0
	Total	30	100,0	100,0	

D2E CONTACTO CON PODER JUDICIAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	8	26,7	26,7	63,3
	MEDIANAMENTE	8	26,7	26,7	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

A2F CONTACTO CON ORG.SOCIEDAD CIVIL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	10	33,3	33,3	33,3
	POCO	6	20,0	20,0	53,3
	MEDIANAMENTE	10	33,3	33,3	86,7
	MUCHO	4	13,3	13,3	100,0
	Total	30	100,0	100,0	

D2F CONTACTO CON ORG.SOCIEDAD CIVIL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	5	16,7	16,7	20,0
	MEDIANAMENTE	14	46,7	46,7	66,7
	MUCHO	10	33,3	33,3	100,0
	Total	30	100,0	100,0	

A3.1A INICIATIVA GOB.CENTRAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	28	93,3	93,3	93,3
	SI	2	6,7	6,7	100,0
	Total	30	100,0	100,0	

D3.1A INICIATIVA GOB.CENTRAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	17	56,7	56,7	56,7
	SI	13	43,3	43,3	100,0
	Total	30	100,0	100,0	

A3.1B INICIATIVA ASOCIACION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	23	76,7	76,7	76,7
	SI	7	23,3	23,3	100,0
	Total	30	100,0	100,0	

D3.1B INICIATIVA ASOCIACION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	11	36,7	36,7	36,7
	SI	19	63,3	63,3	100,0
	Total	30	100,0	100,0	

A.3.2A NO TUVIERON ECO ESPERADO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	29	96,7	96,7	96,7
	SI	1	3,3	3,3	100,0
	Total	30	100,0	100,0	

D3.2A NO TUVIERON ECO ESPERADO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	23	76,7	76,7	76,7
	SI	7	23,3	23,3	100,0
	Total	30	100,0	100,0	

A3.2B SE INCORPORO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	25	83,3	83,3	83,3
	SI	5	16,7	16,7	100,0
	Total	30	100,0	100,0	

D3.2B SE INCORPORO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NO	19	63,3	63,3	63,3
	SI	11	36,7	36,7	100,0
	Total	30	100,0	100,0	

A4.1 OPINION S/CABILDEO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	8	26,7	26,7	26,7
	POCO	8	26,7	26,7	53,3
	MEDIANAMENTE	4	13,3	13,3	66,7
	MUCHO	10	33,3	33,3	100,0
	Total	30	100,0	100,0	

D4.1 OPINION S/CABILDEO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	1	3,3	3,3	3,3
	MEDIANAMENTE	11	36,7	36,7	40,0
	MUCHO	18	60,0	60,0	100,0
	Total	30	100,0	100,0	

A4.2A CABILDEO CON MUNICIPALIDADES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	8	26,7	26,7	26,7
	POCO	9	30,0	30,0	56,7
	MEDIANAMENTE	7	23,3	23,3	80,0
	MUCHO	6	20,0	20,0	100,0
	Total	30	100,0	100,0	

D4.2A CABILDEO CON MUNICIPALIDADES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	3	10,0	10,0	10,0
	POCO	3	10,0	10,0	20,0
	MEDIANAMENTE	10	33,3	33,3	53,3
	MUCHO	14	46,7	46,7	100,0
	Total	30	100,0	100,0	

A4.2B CABILDEO CON GOBERNACIONES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	10	33,3	33,3	33,3
	POCO	9	30,0	30,0	63,3
	MEDIANAMENTE	6	20,0	20,0	83,3
	MUCHO	5	16,7	16,7	100,0
	Total	30	100,0	100,0	

D4.2B CABILDEO CON GOBERNACIONES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	6	20,0	20,0	23,3
	MEDIANAMENTE	13	43,3	43,3	66,7
	MUCHO	10	33,3	33,3	100,0
	Total	30	100,0	100,0	

A4.2C CABILDEO CON P. EJECUTIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	14	46,7	46,7	46,7
	POCO	7	23,3	23,3	70,0
	MEDIANAMENTE	6	20,0	20,0	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D4.2C CABILDEO CON P. EJECUTIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	6	20,0	20,0	20,0
	POCO	9	30,0	30,0	50,0
	MEDIANAMENTE	7	23,3	23,3	73,3
	MUCHO	8	26,7	26,7	100,0
	Total	30	100,0	100,0	

A4.2D CABILDEO CON P.LEGISLATIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	14	46,7	46,7	46,7
	POCO	7	23,3	23,3	70,0
	MEDIANAMENTE	6	20,0	20,0	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D4.2D CABILDEO CON P.LEGISLATIVO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	7	23,3	23,3	23,3
	POCO	7	23,3	23,3	46,7
	MEDIANAMENTE	9	30,0	30,0	76,7
	MUCHO	7	23,3	23,3	100,0
	Total	30	100,0	100,0	

A4.2E CABILDEO CON P.JUDICIAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	20	66,7	66,7	66,7
	POCO	5	16,7	16,7	83,3
	MEDIANAMENTE	2	6,7	6,7	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D4.2E CABILDEO CON P.JUDICIAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	13	43,3	43,3	43,3
	POCO	8	26,7	26,7	70,0
	MEDIANAMENTE	3	10,0	10,0	80,0
	MUCHO	6	20,0	20,0	100,0
	Total	30	100,0	100,0	

A4.2F CABILDEO CON ORG.SOCIEDAD CIVIL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	3	10,0	10,0	46,7
	MEDIANAMENTE	9	30,0	30,0	76,7
	MUCHO	7	23,3	23,3	100,0
	Total	30	100,0	100,0	

D4.2F CABILDEO CON ORG.SOCIEDAD CIVIL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	3	10,0	10,0	10,0
	POCO	6	20,0	20,0	30,0
	MEDIANAMENTE	8	26,7	26,7	56,7
	MUCHO	13	43,3	43,3	100,0
	Total	30	100,0	100,0	

A5.1A LOCALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	9	30,0	30,0	66,7
	MEDIANAMENTE	7	23,3	23,3	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D5.1A LOCALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	7	23,3	23,3	23,3
	POCO	2	6,7	6,7	30,0
	MEDIANAMENTE	12	40,0	40,0	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

A5.1B REGIONALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	10	33,3	33,3	70,0
	MEDIANAMENTE	6	20,0	20,0	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D5.1B REGIONALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	5	16,7	16,7	16,7
	POCO	4	13,3	13,3	30,0
	MEDIANAMENTE	13	43,3	43,3	73,3
	MUCHO	8	26,7	26,7	100,0
	Total	30	100,0	100,0	

A5.1C NACIONALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	15	50,0	50,0	50,0
	POCO	7	23,3	23,3	73,3
	MEDIANAMENTE	6	20,0	20,0	93,3
	MUCHO	2	6,7	6,7	100,0
	Total	30	100,0	100,0	

D5.1C NACIONALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	8	26,7	26,7	26,7
	POCO	3	10,0	10,0	36,7
	MEDIANAMENTE	11	36,7	36,7	73,3
	MUCHO	8	26,7	26,7	100,0
	Total	30	100,0	100,0	

A5.1D INTERNACIONALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	19	63,3	63,3	63,3
	POCO	7	23,3	23,3	86,7
	MEDIANAMENTE	4	13,3	13,3	100,0
	Total	30	100,0	100,0	

D5.1D INTERNACIONALES					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	13	43,3	43,3	43,3
	POCO	8	26,7	26,7	70,0
	MEDIANAMENTE	4	13,3	13,3	83,3
	MUCHO	5	16,7	16,7	100,0
	Total	30	100,0	100,0	

A6.1A CAPACIDAD PARA ORGANIZAR EVENTOS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	6	20,0	20,0	20,0
	POCO	7	23,3	23,3	43,3
	MEDIANAMENTE	13	43,3	43,3	86,7
	MUCHO	4	13,3	13,3	100,0
	Total	30	100,0	100,0	

D6.1A CAPACIDAD PARA ORGANIZAR EVENTOS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	1	3,3	3,3	3,3
	MEDIANAMENTE	19	63,3	63,3	66,7
	MUCHO	10	33,3	33,3	100,0
	Total	30	100,0	100,0	

A6.1B CAPACIDAD P/PLANIFICAR					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	8	26,7	26,7	26,7
	POCO	10	33,3	33,3	60,0
	MEDIANAMENTE	8	26,7	26,7	86,7
	MUCHO	4	13,3	13,3	100,0
	Total	30	100,0	100,0	

D6.1B CAPACIDAD P/PLANIFICAR					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	5	16,7	16,7	16,7
	MEDIANAMENTE	14	46,7	46,7	63,3
	MUCHO	11	36,7	36,7	100,0
	Total	30	100,0	100,0	

A6.1C CAPACIDAD P/ELBORAR PYTOS.					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	7	23,3	23,3	23,3
	POCO	8	26,7	26,7	50,0
	MEDIANAMENTE	12	40,0	40,0	90,0
	MUCHO	3	10,0	10,0	100,0
	Total	30	100,0	100,0	

D6.1C CAPACIDAD P/ELBORAR PYTOS.					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	3	10,0	10,0	13,3
	MEDIANAMENTE	17	56,7	56,7	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

A6.1D CAPACIDAD P/CONVOCATORIA					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	6	20,0	20,0	20,0
	POCO	7	23,3	23,3	43,3
	MEDIANAMENTE	9	30,0	30,0	73,3
	MUCHO	8	26,7	26,7	100,0

	Total	30	100,0	100,0	
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D6.1D CAPACIDAD P/CONVOCATORIA					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	3	10,0	10,0	10,0
	MEDIANAMENTE	13	43,3	43,3	53,3
	MUCHO	14	46,7	46,7	100,0
	Total	30	100,0	100,0	

A6.1E CAPACIDAD PARA GESTION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	5	16,7	16,7	16,7
	POCO	8	26,7	26,7	43,3
	MEDIANAMENTE	12	40,0	40,0	83,3
	MUCHO	5	16,7	16,7	100,0
	Total	30	100,0	100,0	

D6.1E CAPACIDAD PARA GESTION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	2	6,7	6,7	6,7
	MEDIANAMENTE	13	43,3	43,3	50,0
	MUCHO	15	50,0	50,0	100,0
	Total	30	100,0	100,0	

A6.1F CAPACIDAD P/NEGOCIACION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	6	20,0	20,0	20,0
	POCO	12	40,0	40,0	60,0
	MEDIANAMENTE	8	26,7	26,7	86,7
	MUCHO	4	13,3	13,3	100,0
	Total	30	100,0	100,0	

D6.1F CAPACIDAD P/NEGOCIACION					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	3	10,0	10,0	10,0
	MEDIANAMENTE	12	40,0	40,0	50,0
	MUCHO	15	50,0	50,0	100,0

	Total	30	100,0	100,0	
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A6.2 COLABORACION E INTERCAMBIO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	14	46,7	46,7	83,3
	MEDIANAMENTE	4	13,3	13,3	96,7
	MUCHO	1	3,3	3,3	100,0
	Total	30	100,0	100,0	

D6.2 COLABORACION E INTERCAMBIO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	3	10,0	10,0	10,0
	POCO	7	23,3	23,3	33,3
	MEDIANAMENTE	11	36,7	36,7	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

A7.1A CONVENIOS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	8	26,7	26,7	63,3
	MEDIANAMENTE	11	36,7	36,7	100,0
	Total	30	100,0	100,0	

D7.1A CONVENIOS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	2	6,7	6,7	10,0
	MEDIANAMENTE	18	60,0	60,0	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

A7.1B ACUERDOS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	9	30,0	30,0	30,0
	POCO	10	33,3	33,3	63,3
	MEDIANAMENTE	11	36,7	36,7	100,0
	Total	30	100,0	100,0	

D7.1B ACUERDOS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	2	6,7	6,7	10,0
	MEDIANAMENTE	18	60,0	60,0	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

A7.1C GRUPOS DE TRABAJO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	11	36,7	36,7	36,7
	POCO	11	36,7	36,7	73,3
	MEDIANAMENTE	7	23,3	23,3	96,7
	MUCHO	1	3,3	3,3	100,0
	Total	30	100,0	100,0	

D7.1C GRUPOS DE TRABAJO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	4	13,3	13,3	13,3
	POCO	2	6,7	6,7	20,0
	MEDIANAMENTE	14	46,7	46,7	66,7
	MUCHO	10	33,3	33,3	100,0
	Total	30	100,0	100,0	

E7.1D ALIANZAS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	12	40,0	40,0	40,0
	POCO	10	33,3	33,3	73,3
	MEDIANAMENTE	6	20,0	20,0	93,3
	MUCHO	2	6,7	6,7	100,0
	Total	30	100,0	100,0	

D7.1D ALIANZAS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	2	6,7	6,7	6,7
	POCO	2	6,7	6,7	13,3
	MEDIANAMENTE	12	40,0	40,0	53,3
	MUCHO	14	46,7	46,7	100,0
	Total	30	100,0	100,0	

A8.1A COMPROMISO PERSONAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	2	6,7	6,7	6,7
	POCO	12	40,0	40,0	46,7
	MEDIANAMENTE	11	36,7	36,7	83,3
	MUCHO	5	16,7	16,7	100,0
	Total	30	100,0	100,0	

D8.1A COMPROMISO PERSONAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	MEDIANAMENTE	15	50,0	50,0	50,0
	MUCHO	15	50,0	50,0	100,0
	Total	30	100,0	100,0	

A8.1B NECESIDAD CAPACIDAD TECNICA					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	3	10,0	10,0	10,0
	POCO	12	40,0	40,0	50,0
	MEDIANAMENTE	8	26,7	26,7	76,7
	MUCHO	7	23,3	23,3	100,0
	Total	30	100,0	100,0	

D8.1B NECESIDAD CAPACIDAD TECNICA					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	POCO	4	13,3	13,3	13,3
	MEDIANAMENTE	9	30,0	30,0	43,3
	MUCHO	17	56,7	56,7	100,0
	Total	30	100,0	100,0	

A8.1C TRABAJO INTERINSTITUCIONAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	3	10,0	10,0	10,0
	POCO	9	30,0	30,0	40,0
	MEDIANAMENTE	9	30,0	30,0	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

D8.1C TRABAJO INTERINSTITUCIONAL					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	MEDIANAMENTE	6	20,0	20,0	20,0
	MUCHO	24	80,0	80,0	100,0
	Total	30	100,0	100,0	

A8.1D NECESIDAD ALIANZAS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	2	6,7	6,7	6,7
	POCO	11	36,7	36,7	43,3
	MEDIANAMENTE	8	26,7	26,7	70,0
	MUCHO	9	30,0	30,0	100,0
	Total	30	100,0	100,0	

D8.1D NECESIDAD ALIANZAS					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	MEDIANAMENTE	5	16,7	16,7	16,7
	MUCHO	25	83,3	83,3	100,0
	Total	30	100,0	100,0	

A8.1E ASOCIATIVISMO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	6	20,0	20,0	20,0
	POCO	6	20,0	20,0	40,0
	MEDIANAMENTE	8	26,7	26,7	66,7
	MUCHO	10	33,3	33,3	100,0
	Total	30	100,0	100,0	

D8.1E ASOCIATIVISMO					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	NADA	1	3,3	3,3	3,3
	POCO	1	3,3	3,3	6,7
	MEDIANAMENTE	2	6,7	6,7	13,3
	MUCHO	26	86,7	86,7	100,0
	Total	30	100,0	100,0	

Annex 3: Workshops

Annex 4: Performance and Monitoring Plan Evaluation Table